

# FERN CREEK

## Small Area Plan

FINAL PLAN  
Adopted by  
Jefferson County Fiscal Court  
May 8, 2001

## **Acknowledgements**

This plan is a result of changes made subsequent to the submission of a draft prepared by Presnell Associates, Inc.

The Fern Creek Small Area planning process involved a variety of individuals, neighborhood associations and public agencies. Citizens involved in this planning process include the Fern Creek Neighborhood Association and Fern Creek Citizens for Proper Planning and numerous other residents. The Division of Planning and Development Services wished to thank all these individuals and agencies for their participation in this project.

# Executive Summary

The Fern Creek Small Area Plan provides an aggressive growth management strategy for one of the fastest growing areas in the Commonwealth of Kentucky: Fern Creek. The citizens of this unincorporated community have felt the burden and predicted the proliferation of one of Jefferson County's serious concerns: urban sprawl. Sprawl has been proven to be one of the greatest contributors to the degradation of the natural and social environments, as well as an economic burden on local governments.

Aware of these issues, the citizens of Fern Creek participated in the planning for the future of their community. To date, over 400 public comments have been received regarding potential land use and future development within the Fern Creek community. This extensive public response and participation in conjunction with established planning principles have contributed to a land use plan that will guide future development in ways that further enhance the Fern Creek community.

Based on the analysis of public comments and data gathered early in the planning process, key issues were identified, later becoming the guiding principles of the plan. Crucial among these issues is the identification of Fern Creek as a Small Suburban Town. In keeping with established pattern of development while maintaining community character, development would be most intense around an established Town Center and less intense as one would move away from that center.

Transportation issues are a major focus of the Fern Creek Small Area Plan because of the interrelationship between an area's road network and land use patterns. This plan reviews the transportation improvement projects proposed in *Louisville Urbanized Area Thoroughfare Plan* (commonly referred to as the *Thoroughfare Plan*) and recommends changes based both on the Thoroughfare Plan as well as transportation issues identified by the community.

## **Key recommendations of The Fern Creek Small Area Plan include:**

- Encouraging the development of a neighborhood commercial/office park/recreational area near the intersection of Hurstbourne Parkway and Fegenbush Lane.
- Encouraging the development of a Town Center from the Gene Snyder Freeway north to Fern Creek Traditional High School, employing design standards and a mix of compatible land uses.
- Locating a multi-purpose community center in the Town Center.
- Encouraging innovative subdivision design with an emphasis on stormwater management.
- Conducting a preservation strategy study for a relatively large, sparsely developed area south of the Gene Snyder Freeway and west of Bardstown Road.
- Encouraging a mixed-use development area between Bardstown Road and Old Bardstown Road.

Other site-specific recommendations are found throughout this plan. The most important recommendation, however, is that the citizens and county leaders continue to come together as a team to take proactive approaches to sound planning, much like the efforts that resulted in the Fern Creek Small Area Plan.



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# 1 Introduction

## 1.1 The History & Regional Setting of Fern Creek

As an identifiable community, Fern Creek dates back to the late 1700s. Initially called “Stringtown on the Pike,” owing to its location along one of the region’s first roads, Bardstown Pike (now Bardstown Road), the area had acquired its current name and a Post Office by the 1890s.

Located about 10 miles from Louisville, Fern Creek became an early hub of horticultural activity, and its position along Bardstown Road gave its nurserymen and fruit farmers ready access to markets in Louisville and along the Ohio River. Throughout its history, Fern Creek has been as much a destination as a departure point thanks to the hospitality of its pioneer families, the friendly welcome and home-style cooking served up for over 50 years at the well-known Nicholson Hotel and, perhaps most significantly, its advantageous association with one of the region’s most important roadways. Stagecoaches were common along Bardstown Road during the 1800s, and a Fern Creek site (at what is, today, Wildwood Country Club) was the final stop on their route. With the arrival of the interurban in 1909, the area continued to benefit from the growth spurred by its association with the region’s important transportation corridors. As the interurban gave way to the automobile, Fern Creek’s location along Bardstown Road became an even more significant factor in the area’s development. That development continues to this day and the once-rural farming community is now facing the challenges brought on by roadway-driven suburban sprawl.

Fern Creek, Kentucky, is located in south central Jefferson County, just north of the Bullitt County line. To the southeast, the area borders the Floyds Fork Development Review Overlay (DRO) district, which is a special zoning district designed to protect the environmentally sensitive Floyds Fork corridor from over-development. The northeast portion of the study area abuts the city limits of Jeffersontown, Kentucky. To the northwest the study area abuts the General Electric Appliance Park.

The remainder of the area is bounded by traditional, suburban neighborhoods. I-265 (Gene Snyder Freeway) bisects the planning study area more or less from west to east, while Bardstown Road bisects the area from south to north. As noted above, the

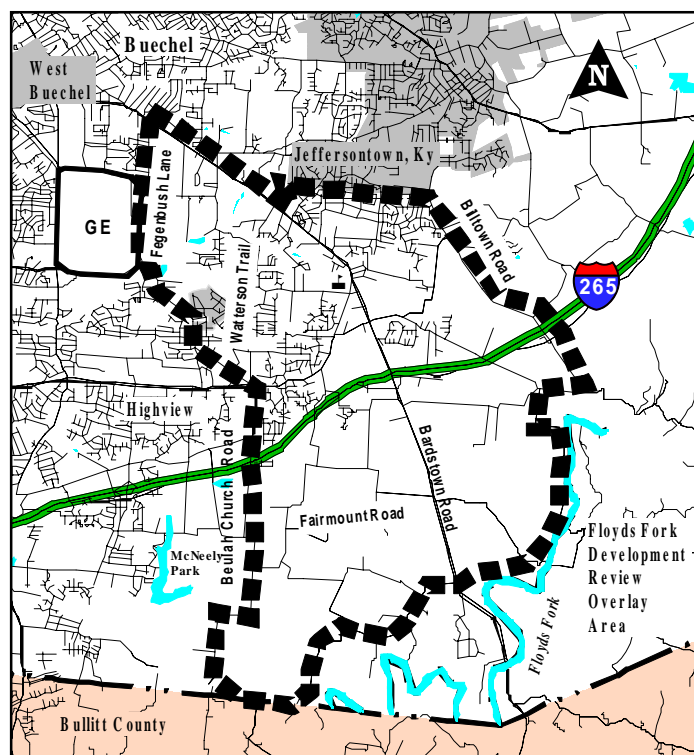


Figure 1: The Study Area

hub of the planning area is the intersection of these two roadways.

Bardstown Road and the more recently constructed Gene Snyder Freeway place Fern Creek at the hub of a major regional crossroads. While poised to take advantage of this location, the area's citizens are also determined to preserve Fern Creek's connection to its rural past. The *Fern Creek Small Area Plan* is a key step in this direction.

The study area is centered around the intersection of US 31E (Bardstown Road) and the Gene Snyder Freeway and is bounded by the following roads:

- Cedar Creek Road, Beulah Church Road, and Fegenbush Lane to the west;
- Bardstown Road, Hurstbourne Parkway, and Fairground Road to the north;
- Billtown Road and Big Run Road to the east; and
- The Floyds Fork Corridor and Thixton Lane to the south.

## 1.2 Project History & Public Involvement

In August 1999, several Fern Creek citizens groups (including the Fern Creek Neighborhood Association and Fern Creek Citizens for Proper Planning) approached Jefferson County Fiscal Court to request funding for the preparation of a Small Area Plan. The funding was granted and a steering committee was formed to guide the planning process. The committee selected a consultant, Presnell Associates Inc., to conduct the work.

Public involvement was paramount to this project, as it was one of the key planning process objectives. In all, nearly 400 persons were involved either by attendance at one of four public meetings or through the submission of written comments. Additionally, numerous newspaper articles were published throughout the process. Three steering committee meetings and four public meetings were held to discuss the various issues that are addressed herein. The meeting dates and general purposes were as follows:

**September 23, 1999**

**Steering Committee Meeting**

Analyze existing conditions and community vision.

**September 28, 1999**

**Public Meeting**

Identify citizens' concerns, goals and objectives.

**October 28, 1999**

**Steering Committee Meeting**

Discuss land use concepts and transportation issues.

**November 4, 1999**

**Public Meeting**

Discuss land use and transportation concepts.

**November 18, 1999**

**Steering Committee Meeting**

Discuss revised land use and transportation concepts, implementation strategies, and design issues.

**December 16, 1999**

**Public Meeting**

Discuss, in depth, community vision and draft land use, transportation, and design concepts.

**January 27, 2000**

**Public Meeting**

Formally present the *Fern Creek Small Area Plan Draft Report*.



## 1.3 **Fern Creek Small Area Study and other Plans**

### 1.3.1 **Cornerstone 2020**

The recommendations in the *Fern Creek Small Area Plan* were developed in concert with the *Louisville and Jefferson County Comprehensive Plan (Cornerstone 2020)*, Jefferson County's updated comprehensive land use plan. There are several background reports that were prepared for use in developing the various *Cornerstone 2020* land use planning elements. *Cornerstone 2020* sections and background reports, which are briefly described below, are referenced throughout this document and form the basis for many of the recommendations contained herein.

**Cornerstone 2020 Comprehensive Land Use Plan:** The Planning Commission adopted all facets (Goals and Objectives, Plan Elements and Core Graphics) of the *Cornerstone 2020 Comprehensive Land Use Plan* on June 15, 2000, after the Goals and Objectives and Plan Elements had been adopted by all legislative bodies with zoning powers.

Cornerstone 2020 Goals and Objectives provide the guiding principles upon which the Plan Elements are based and the Land Development Code will be based. The Plan Elements provide guidelines and policy statements that are to be used in conjunction with the Goals and Objectives to determine whether a proposed land use and/or development is in compliance with the comprehensive plan.

**Land Development Code (LDC):** The *Land Development Code* will implement land use regulations applying the goals, objectives, and policies of the *Cornerstone 2020 Comprehensive Land Use Plan*. The code is currently in the drafting stage, and will follow the same legislative adoption process as the Plan Elements and Goals and Objectives.

**Community Form Areas and Community Form Districts:** The Form Area concept of *Cornerstone 2020* focuses on the patterns and design of development instead of individual land uses. The foundation of this approach, new in Jefferson County land use planning, lies in the fact that there are distinguishable development patterns or "forms" within the built and natural environments of Louisville and Jefferson County. These forms can be characterized as various development pattern areas, and actions can be taken to preserve and improve the function and quality of each form type.

Community Form Areas, as described in *Cornerstone 2020 Goals and Objectives* and *Cornerstone 2020 Plan Elements*, and the current *Development Code* will be used by the Planning Commission to guide development until the updated *Land Development Code* is in place. Community Form Districts will be implemented once the revised *Land Development Code* is adopted with regulations for each of the form types. Form areas and form districts will not take the place of zoning regulations, but will be used in conjunction with them to determine compatibility of development with its surrounding area. Zoning districts and regulations will continue to govern land use, intensity and density; consequently, any land use can occur in any

Form Area or District, but a land use in one Form Area/District could look notably different than that same land use in another Form Area/District.

The Form Areas/Districts found in the Fern Creek study area are identified in the *Cornerstone 2020 Plan Elements* as “Neighborhood,” “Town Center,” “Suburban Marketplace Corridor” and “Suburban Workplace.” The recommendations in this planning study are in concert with the *Goals and Objectives* identified for these Form Districts and the policies proposed in the *Plan Elements*.

The *Cornerstone 2020 Plan Elements* describes the forms of Neighborhood, Town Center, Suburban Marketplace Corridor and Suburban Workplace. The following are excerpts from the descriptions:

**Neighborhood** – The Neighborhood Form is characterized by predominantly residential uses that vary from low to high density and that blend compatibly into the existing landscape and neighborhood areas. High-density uses will be limited in scope to minor or major arterials and to areas that have limited impact on the low to moderate density residential areas. ... The Neighborhood Form will contain diverse housing types...[that] may include, but not be limited to large lot single family developments with cul-de-sacs, new-traditional neighborhoods with short blocks or walkways in the middle of long blocks to connect with other streets, villages and zero-lot-line neighborhoods with open space, and high density multi-family condominium-style or rental housing...The Neighborhood Form may contain open space, civic uses and, at appropriate locations, neighborhood centers with a mixture of uses such as offices, retail shops, restaurants and services.

**Town Center** – The Town Center is a traditional and preferred form, larger in scale than the neighborhood center, which forms a focal point of activity. The Town Center has an identifiable core and is often located at an historic crossroads or the intersection of a major thoroughfare(s) and a collector roadway with connections to surrounding neighborhoods through walkways, local streets and residential collector streets. The amount of floor space in town centers is usually between 100,000 and 400,000 square feet reflecting a market area designed to serve a population of between 25,000 to 75,000. ...The town center form typically has a compact mixture of moderately intense uses including shopping, restaurants, offices and residences. In its most traditional form, the Town Center ordinarily includes civic uses, such as libraries, government offices, police or fire stations and religious facilities. The presence of small-scale civic open space is a common but not essential feature. Buildings are generally close to and oriented toward the street. These characteristics strengthen the role of the Town Center as a community focal point. The Town Center should have a high level of pedestrian, roadway, transit and bicycle access, a connected street pattern, shared

parking and pedestrian amenities...Town Centers are easily disrupted by new forms of development. Therefore, the harmony and compatibility of infill and redevelopment in town centers should receive special attention. ...

**Suburban Marketplace Corridors** – Suburban Marketplace Corridors are generally located along major roadways... The pattern of development is distinguished by a mixture of medium to high intensity uses. Accommodations for transit users, bicyclists and pedestrians are encouraged in an effort to attract a variety of users as well as to minimize automobile dependency and traffic congestion. Connectivity to nearby uses should be encouraged. Developers should be encouraged to design new commercial development in compact groups of buildings, which use the same curb cut, share parking, have a common freestanding sign identifying the uses and have a common buffering or streetscape plan with respect to any abutting uses of lower density or intensity.... Proposed new commercial uses are encouraged to locate within the boundaries of existing corridors. Reuse of locations within existing corridors is preferred over expansion of a corridor. ...

**Suburban Workplace** – Suburban Workplace is a form characterized by predominately industrial and office uses where the buildings are set back from the street in a landscaped setting. Suburban workplaces often contain a single large-scale use or a cluster of uses within a master planned development... In order to provide adequate transportation access in suburban workplaces connected roads, public transportation and pedestrian facilities should be encouraged. Walkways to workplace-serving uses are encouraged for workplace employees. Development within suburban workplace form districts may need significant buffering from abutting uses.

***Bicycle and Pedestrian Circulation Plan (BPCP):*** This plan was completed in November 1994 as an element of the *Cornerstone 2020* comprehensive planning effort. In 1998, KIPDA incorporated the strategic features of the BPCP into its *Regional Bicycle and Pedestrian Plan*, which was developed as part of the 1999 update of KIPDA's regional transportation plan. The *BPCP* and the KIPDA plan address bicycle and pedestrian alternatives throughout the county.

The implementation sections of both plans identify a bicycle/pedestrian network in the Fern Creek study area that includes all of Bardstown Road/Old Bardstown Road, Brentlinger Lane, Billtown Road, and Hurstbourne Parkway (existing and proposed), and sections of Cedar Creek Road and Beulah Church Road. The *Small Area Plan* incorporates this bicycle/pedestrian network, with slight modifications to include proposed new roadway and greenway corridors.

***Multi-Objective Stream Corridor/Greenway Plan:*** This plan was finalized in March 1995 as an element of the *Cornerstone 2020* comprehensive planning pro-

cess. The goal of this plan is stated below.

... to develop an interconnected system of linear open space corridors that will support improved floodplain and water quality management, land stewardship, alternative transportation, recreation, and economic growth...” (Page 1)

This plan recommends the creation of the Louisville and Jefferson County Greenway Commission, itemizes goals and objectives of the Greenways program, recommends tools for implementation, offers funding and financial considerations, and outlines an action plan. The plan recommends that all blueline streams, including those within the study area, be designated as greenways. *The Fern Creek Small Area Plan* has analyzed the recommendation to create a greenway along the Cedar Creek stream corridor, and found it not in compliance with the goals and objectives for that quadrant of Fern Creek. The *Small Area Plan* supports an additional corridor – along a tributary of Fern Creek from Fern Creek High School north to the future Hurstbourne Parkway – as a future greenway.

***Parks and Open Space Master Plan:*** This plan was finalized in July 1995 as an element of the *Cornerstone 2020* comprehensive planning effort. The goal of this plan is to provide:

- A system of well-maintained parks and recreational facilities which meets the needs of the residents;
- A network of open spaces and greenway corridors which protects significant natural resources;
- A parks and open space system which preserves and enhances the visual quality, protects historic and archaeological resources, and provides opportunities for education; and
- An open space network that incorporates land needed to protect public health and safety.

In addition to providing a full evaluation of the existing park and open space facilities in Louisville and Jefferson County, the plan provides standards, or ratios, of various park and recreational facilities required to meet the needs of projected population. The results identify both the surplus and deficits of services on a city and countywide basis. *The Fern Creek Small Area Plan* analyzes the *Parks and Open Space Master Plan* data with respect to existing facilities versus future requirements based on population projections in order to recommend changes to meet the recreational needs of the Fern Creek community.

***Jefferson County Forecasts of People, Jobs, and Housing: 1995 to 2020:*** The Marketplace and Community Form committees of *Cornerstone 2020* completed this report in September 1995. The goal was to provide “quality projections of the likely number of people, housing units, jobs, and other variables” to “anticipate and prepare for the likely future demands on land in Jefferson County....” The county was divided into 13 market areas for which demographic and economic data was analyzed. Four portions of the 13 market areas comprise the Fern Creek study area – Southeast, Far South, Floyds Fork, and Okolona, all of which are projected to gain population, jobs

and housing at a rate ranging from moderate to very strong. The Floyds Fork market area, the southwest portion of which is in the Fern Creek study area, is projected to have the highest population gain and percentage of job growth by the year 2020.

***Jefferson County Farmland Inventory:*** The final draft of this inventory was completed in March of 1996. The purpose of the inventory was a part of the data gathering process for *Cornerstone 2020*. The inventory not only accounts for agricultural land use in Jefferson County, but also makes recommendations and suggests alternatives for preserving these lands. For the purposes of the inventory, Jefferson County was mapped into three separate regions. The Fern Creek study area falls both into Regions 2 and 3. The majority of agricultural land still in use falls into Region 3, the land located on the outside of the Gene Snyder Freeway. It appears that the agricultural land in the Fern Creek study area and Regions 2 and 3 will be affected by development pressures according to the maps, “Region Two Analysis,” Region Three Analysis,” and “Jefferson County Agricultural Land at Risk for Development.” The Fern Creek Small Area Study recognizes the importance of the lands in terms of giving the community rural character in accordance with the community’s vision of its future.

### **1.3.2 Additional Plans & Reports**

In addition to *Cornerstone 2020*, other planning studies by various agencies address changes to the Fern Creek area. These studies, which are referenced in the appropriate sections herein, are included in the following listing of all studies relevant to the preparation of the *Small Area Plan*:

- *Cedar Creek Action Plan* (1999, MSD)
- *Wastewater and Operations Capital Program* (1995, MSD)
- *Hurstbourne Parkway Corridor Plan* (1988, Jefferson County)
- *Gene Snyder Freeway Corridor Plan* (1988, Jefferson County)
- *Floyds Fork Plan* (1993, MSD & Jefferson County)
- *Louisville Urbanized Area Thoroughfare Plan* (updated April 1999, KIPDA, commonly referred to as the *Thoroughfare Plan* )
- *Six-Year Highway Plan* (1998, KyTC)
- *Snyder Sub-Area Plan* (1999, KIPDA)
- *Horizon 2020 Regional Mobility Plan* (updated 1999, KIPDA)
- *Regional Bicycle and Pedestrian Plan* (1994, KIPDA)

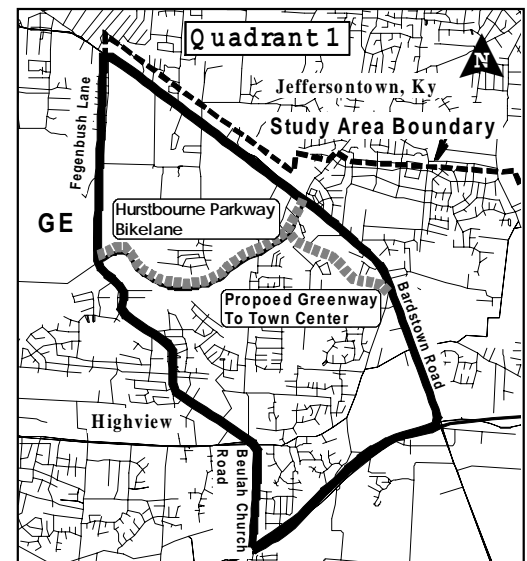
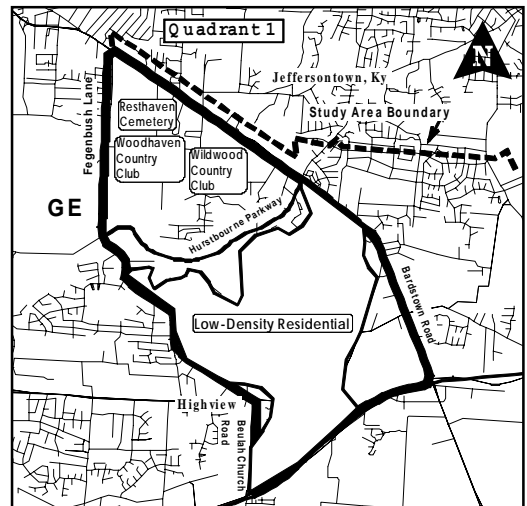
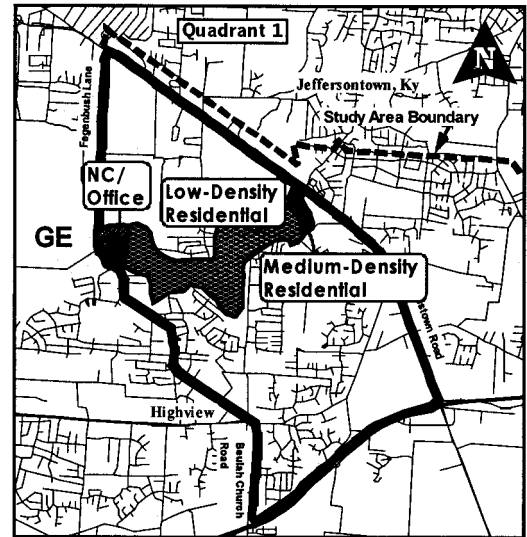


# Quadrant I: Northwestern Quadrant

Reinforce the current pattern of development while continuing to meet the needs of Fern Creek residents by allowing a diverse mix of land uses within the northwestern quadrant of the Fern Creek study area.

## Key Implementing Actions

- Once the Hurstbourne Parkway extension and alignment with Fegenbush Lane is complete (as recommended in the *Hurstbourne Parkway Corridor Study*), encourage development of the land directly north of the intersection as Neighborhood Commercial (C-N).
- Expand the existing Town Center Form District to the north to include the original town center.
- Encourage the development of a Fern Creek Community Center in the area bounded by Fern Creek Road, Bardstown Road and Beulah Church Road. Such a center would ideally house a post office, bus shelter, day-care center, playground, indoor and outdoor-exercise facilities, swimming facilities, meeting rooms, classrooms, and offer a variety of activities for all ages of Fern Creek residents.

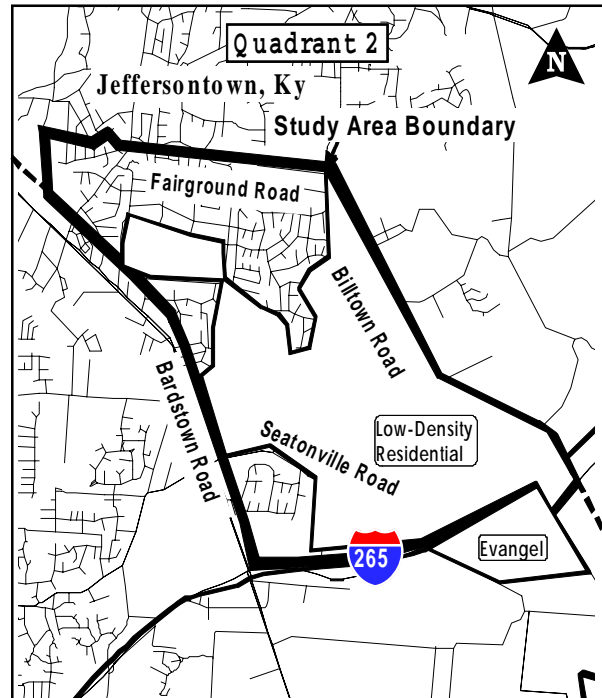


# Quadrant II: Northeastern Quadrant

Continue the current pattern of development, primarily residential subdivisions, while stringently restricting new commercial land uses. Allow residents of the northeastern quadrant to be served by commercial activity along Bardstown Road and in nearby Jeffersontown.

## Key Implementing Actions

- Ensure that residential development is the only type of development permitted in the area around the Billtown Road / Gene Snyder Free-way Interchange.
- Encourage innovative, conservation- oriented site planning to preserve as much wooded land as possible when creating new residential subdivisions.
- Critically evaluate any rezoning proposal that involves changing the zoning of property from residential single-family to a more dense/intense use, particularly commercial.
- Evaluate existing residential subdivisions to determine which have speeding and cut-through traffic problems and develop a program to install the proper traffic calming devices in those neighborhoods.



**Recommendation:**  
innovative,  
conservation-  
oriented site  
planning should be  
employed to  
preserve as much  
wooded land as  
possible



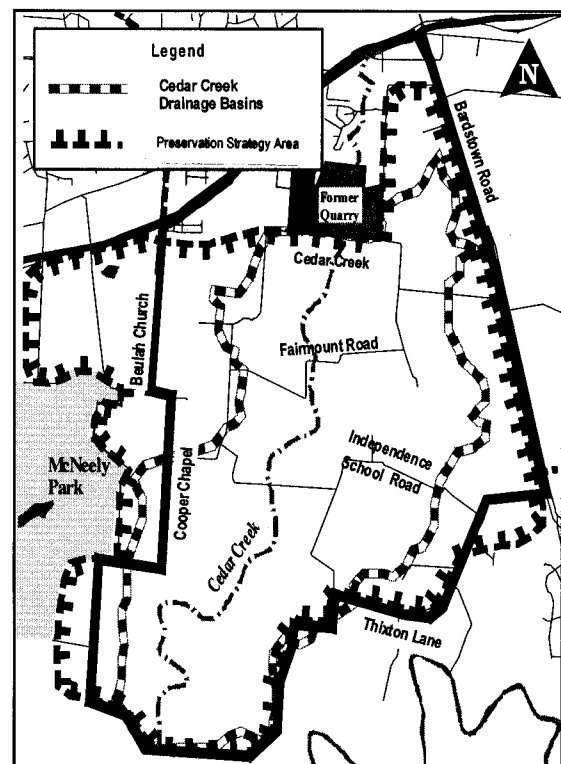
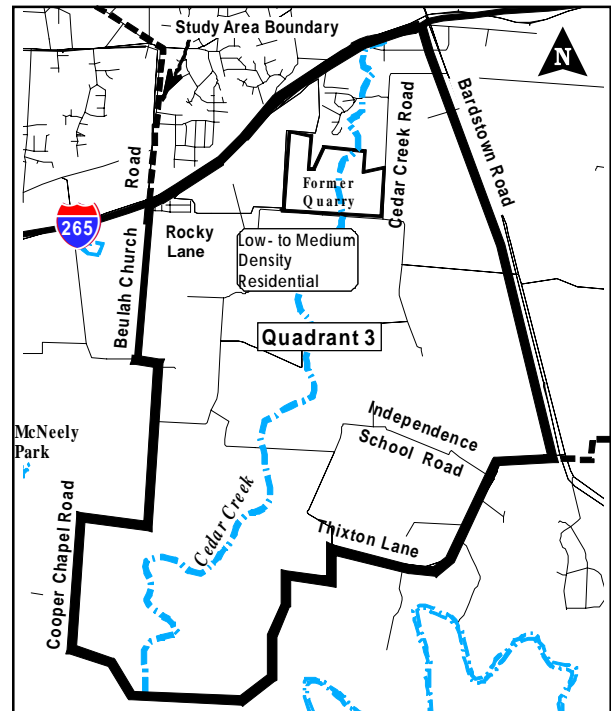


# Quadrant III: Southwestern Quadrant

Preserve the existing rural residential and agricultural character of the southwestern quadrant while protecting the most significant natural resource in the quadrant, the Cedar Creek watershed. Such preservation would include strict regulation of the type and scale of development permitted in area.

## Key Implementing Actions

- Conduct a study for a relatively large sparsely developed area south of the Gene Snyder Freeway and west of Bardstown Road to aid in the development of a preservation strategy for the area.
- Promote the use of the *Jefferson County Environmental Trust* as a tool for landowners to use for the preservation of their land.
- Encourage only medium to low density residential land uses for the vacant land in the southeast quadrant of the Gene Snyder Freeway/Beulah Church Road interchange.
- Designate a bikeway along Cedar Creek Road, Gentry Lane, and Fairmount Road to create a “loop” network.



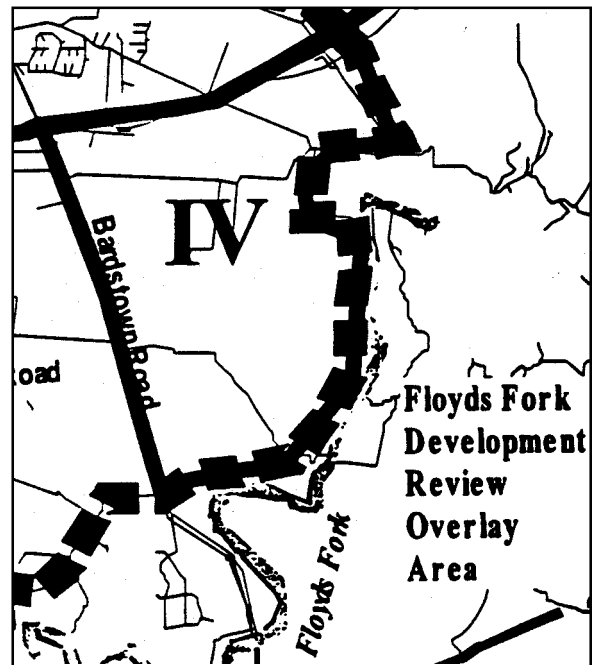
# Quadrant IV: Southeastern Quadrant

Continue the current pattern of development, primarily single-family residential subdivisions. Southeastern quadrant residents should be served primarily by goods and services provided by commercial uses located along Bardstown Road.



## Key Implementing Actions

- Limit the large area of undeveloped land east of the Wingfield Subdivision, north of Brentlinger Lane and west of Seatonville Road to low density residential development and a neighborhood-size park.
- Allow only residential uses to develop in the area south of Glenmary Subdivision, east of Bardstown Road, and west of the Floyds Fork Development Review Overlay (DRO) Zone.
- Conduct a comprehensive evaluation of the entire Floyds Fork corridor to develop criteria for future modifications to the DRO boundary in conjunction with the proposed adoption of special district regulations as part of the new Land Development Code.
- Evaluate alternatives that would improve safety and access to Bates Elementary School.

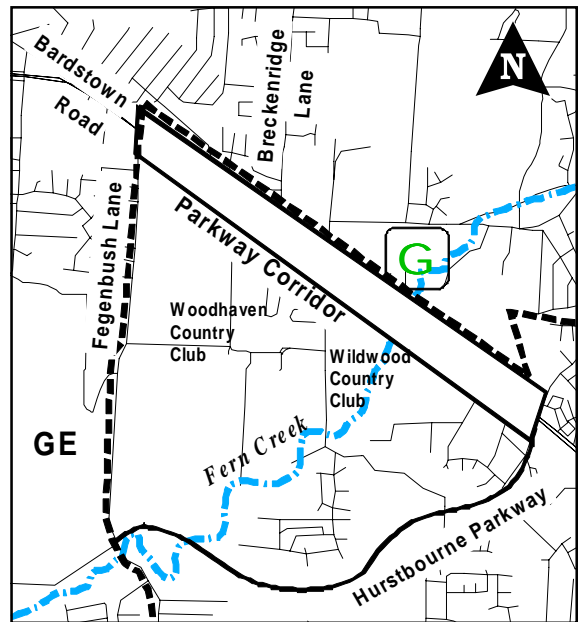
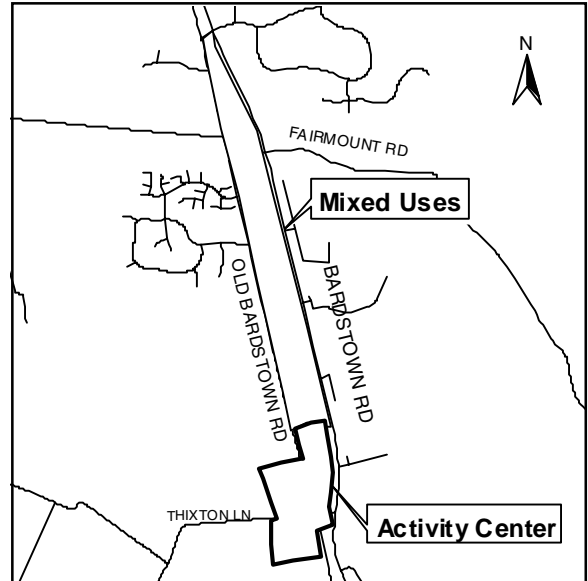


# Bardstown Road Corridor

Continue the establishment of Bardstown Road as the primary economic artery of the Fern Creek community by allowing commercial developments at select locations, according to specified guidelines, while protecting the existing residential development along the corridor. Significant consideration should be given to aesthetic and access issues associated with the corridor.

## Key Implementing Actions

- Establish a neighborhood commercial center, approximately 100,000 square feet in size, at the southern end of the land between Old Bardstown Road and Bardstown Road's new alignment, in the vicinity of Thixton Lane.
- Retain the current zoning along the corridor between Brentlinger Lane/Cedar Creek Road and the Gene Snyder Freeway to protect the residential integrity of the area.
- Designate Bardstown Road as a "Parkway" between Fegenbush Lane and Hurstbourne Parkway.
- Create more stringent design related standards to address the unattractive look and feel of developments along the corridor as identified by many area residents
- Re-time existing traffic signals to enhance the efficient movement of vehicles along the corridor.





# 3 Plan Overview

## 3.1 Community-Wide Services

Below is an analysis of both existing conditions and future needs for services that have been analyzed on a community-wide basis.

### 3.1.1 Police Protection

The community of Fern Creek is under the jurisdiction of the Jefferson County Police Department. The nearest police station is the Jefferson County Police District Sub-Station “Baker,” located at 7201 Outer Loop. According to officials at the “Baker” Sub-Station, the existing facility’s proximity to Fern Creek is adequate and new facilities in the study area will not be needed in the foreseeable future.

### 3.1.2 Fire Protection

The Fern Creek Fire Department has three facilities in Fern Creek and approximately 100 firefighters on staff. Station 1 is located at 6200 Bardstown Road, in the heart of Fern Creek. Station 2 and Station 3 are located at 9409 Bardstown Road and at 7700 Route Road at the intersection of Brush Road, respectively. According to Fire Department officials, the department responds to about 750 calls per year, with an average response time of four minutes. Fern Creek Fire Department officials stated that, at present, adequate staff and facilities exist to serve the Fern Creek area. However, as new development occurs, a new facility may be needed. Officials also stated that the community-wide water pressure is currently able to serve fire protection needs. The locations of the Fire Departments are shown in Map 1: *Existing Facilities, Historic Places and Subdivisions* located in the appendix.

Regarding road improvement needs, Fern Creek Fire Department officials stated that a bridge over Floyds Fork at Fairmount Road is needed to significantly reduce response time to residences along the east side of the blue-line stream. The road project is also included in Section 9, herein.

### 3.1.3 Medical Services

The nearest hospital with a 24-hour emergency room is Suburban Hospital, located at 4001 Dutchmans Lane, approximately an 18 minute drive from Fern Creek. Within the community there are several specialists, family doctors and an Immediate Care Facility. There are no plans or recommendations for any regional medical facilities in the study area.

### 3.1.4 School Facilities

There are four schools operated by the Jefferson County Public School System in the Fern Creek study area. These schools and the approximate number of students attending each are:

- Bates Elementary School (465 students)
- Fern Creek Elementary School (500 students)
- Wheeler Elementary (548 students)
- Fern Creek Traditional High School (1,400 students)

According to officials at the Jefferson County Board of Education, no new school construction is planned for the Fern Creek area. There are immediate plans, however, to build additions onto Bates and Fern Creek Elementary Schools.

There are also five private schools located in the Fern Creek study area:

- Victory Christian Academy (507 students)
- Highview Baptist School (650 students)
- Saint Gabriel Elementary School (765 students)
- Saint Bernard's Elementary School (450 students)
- Louisville Bible School (post-secondary education)

The locations of these schools are shown in Map 1: *Existing Facilities, Historic Places and Subdivisions* located in the appendix.

### **3.1.5 Parks and Recreation Facilities**

This section presents an overview of the existing parks and recreational facilities serving the Fern Creek community, and the projected need for such facilities in the future. In 1995 the Planning Commission finalized the *Parks and Open Space Master Plan* to analyze the park and recreation needs for the county and provide the framework for recreational development. To determine the need for facilities, the plan quantified the need for specific recreational activities on a “per population” basis. Table 1 includes the plan’s recommended ratios for each type of recreational activity by population.

To determine the deficiency or surplus of each recreational activity, the 1990 Fern Creek population (22,559) and 2020 projected population (34,789) were used to calculate the recommended number of each type of recreational facility according to population. The results were then compared to the existing number of recreational facilities that could serve the area. Because the Fern Creek study area is near Vettiner, Highview and McNeely Lake Parks, Watterson Swimming Pool, and Newburg Recreation Center, it was assumed that 1) a percentage of each of the facilities would serve Fern Creek citizens, and that 2) a percentage of Fern Creek citizens would use the facilities. In no case was it assumed that 100 percent of any of these facilities would serve only Fern Creek, since one or more of the facilities also serve the surrounding communities of Jeffersontown (23,235), Newburg (21,628), Okolona (18,902), Highview (14,791), Buechel (7,081), and other portions of unincorporated Jefferson and Bullitt Counties.

**Note:** All recreation related information and recommendations found within this plan are subject to further review by Metro Parks and funding sources. Adoption of the Fern Creek Small Area Plan does not indicate final approval of these projects or prevent the community’s recreational needs from being met in locations other than those proposed in this report.

**Table 1: Fern Creek Recreational Demands 1999 to 2020**

Type of Recreational Facility	Recommended Ratio <sup>1</sup>	Existing Facilities	Estimated % of Patronage from Fern Creek Residents <sup>2</sup>	Facilities Available to Fern Creek Residents	Facilities Needed to Serve 1990 Population (22,559/Ratio)	1990 Surplus (+)/ Deficiency (-) (rounded)	Facilities Needed to serve 2020 Population (34,789/Ratio)	2020 Surplus (+)/ Deficiency (-) (rounded)
Tennis Courts	1 court per 4,000 population	4 at Fern Creek Park 8 at Vettiner Park	100% 41%	4.0 3.3 7.3	5.6	+2	8.7	-1
Softball/Baseball Fields	1 ball field per 4,000 population	7 at Fern Creek Park 2 at Vettiner Park	100% 41%	7.0 0.8 7.8	5.6	+2	8.7	-1
Playgrounds	1 playground per 5,000 population	1 at Fern Creek Park 1 at Vettiner Park 2 at Highview Park 3 at McNeely Park	100% 41% 39% 17%	1.0 0.4 0.8 0.5 2.7	4.5	+2	7.0	-4
Outdoor Basketball Courts	1 court per 5,000 population	1 at Vettiner Park 1 at Highview Park 1 at McNeely Park	41% 39% 17%	0.4 0.4 0.2 1.0	4.5	-4	7.0	-6
Soccer Fields	1 field per 10,000 population	1 at Vettiner Park 7 at McNeely Park	39% 17%	0.4 1.2 1.6	2.3	-1	3.5	-2
Volley Ball Courts	1 court per 15,000 population	1 at Vettiner Park 2 at McNeely Park	39% 17%	0.4 0.3 0.7	1.5	-1	2.3	-2
Recreational Centers	1 center per 20,000 population	1 at Newburg Center (see note below)	5%	0.1	1.1	-1	1.7	-2
Swimming Pools	1 pool per 40,000 population	1 at Watterson Pool (see note below)	5%	0.1	0.6	-1	0.9	-1
Football Fields	1 field per 50,000 population	1 at Fern Creek High School	100%	1.0	0.5	+1	0.7	Even
Golf Course	1 18-hole course per 75,000 population	1 public course at Vettiner (2 additional private courses in Fern Creek)	39%	0.4	0.3	Even	0.5	Even
Horseback Riding	1 facility per 250,000 population	1 at McNeely Lake Park	17%	0.2	0.1	Even	0.1	Even

Source: *Parks and Open Space Master Plan* (1995)

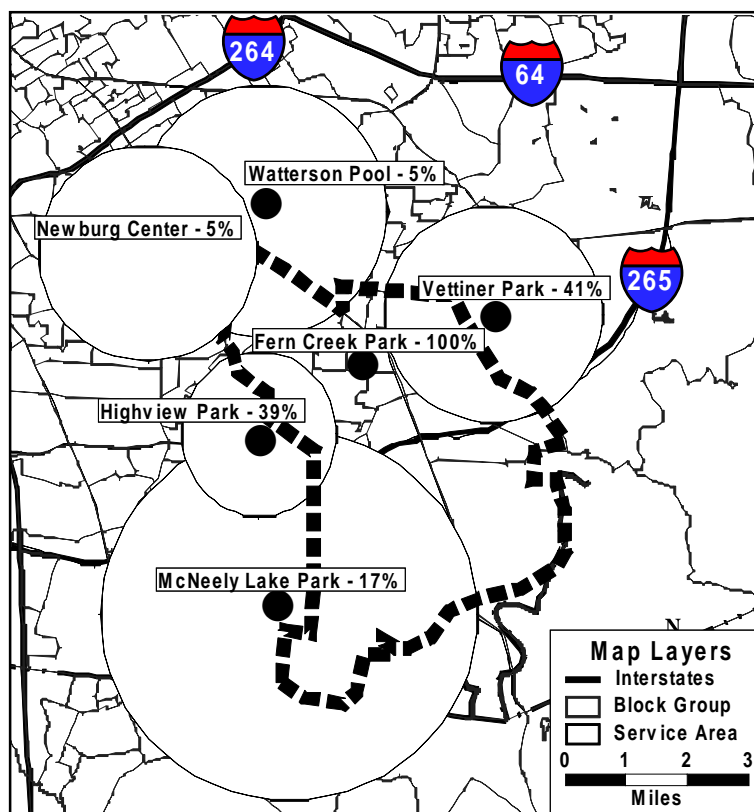
**Note:** This percentage was calculated by totaling the population within all block groups within the estimated service area of the park, then dividing that total into the block group populations that are within the Fern Creek study area. For example, from the Watterson Swimming Pool, the population within a 2 mile radius lives in 59 block groups and totals 66,073. Three of those block groups are within the Fern Creek study area and total 2,956 people. Thus, 2,956 divided by 66,073 equals 0.045, or 5 percent, rounded.

To estimate the percentage of Fern Creek residents who would use each of these recreational facilities, circles were drawn around each park to include an approximate service area or population that would frequent it based on the activities offered. The total population in the service area, according to 1990 census block groups, was then divided into those block group populations within the Fern Creek study area within the circle. The results of the recreational adequacy analysis are tabulated in Table 1 and reflected in Figure 2.

Based on 1990 data, the citizens of Fern Creek have a deficiency in six of the eleven recreational services analyzed. By the year 2020, the number of services showing a deficiency is expected to increase to eight.

### Recreational Centers:

Many residents would like to see a recreational center constructed in Fern Creek. The nearest is the Newburg Center at 4810 Exeter Avenue. Analysis revealed that only five percent of Fern Creek area citizens are served by this facility, the majority of whose patrons come from the surrounding communities of Newburg (population 21,628) and Buechel (population 7,081). The *Parks and Open Space Master Plan* states that there should be one recreation center per 20,000 residents. A sufficiently-sized recreation center in Fern Creek should satisfy the master plan's requirements through 2020. Therefore, it is recommended that a recreation center be constructed, and that it be centrally located within the Fern Creek community.



**Figure 2: Existing Parks' Approximate Serving Area**

**Swimming Pools:** According to the criteria established in the *Parks and Open Space Master Plan*, there should be one swimming pool per 40,000 residents. There are currently fifteen swimming pools operated by the Parks Department, the closest being the Watterson Swimming Pool at 3900 Breckenridge Lane. While this pool is not far from Fern Creek, the population it serves is generally the Hikes Point area and Buechel. Analysis showed that the pool serves only five percent of Fern Creek's citizens. In 1990, the Fern Creek community had just enough population to support a swimming pool. Since the projected population of Fern Creek in 2020 is nearly



40,000, one swimming pool is recommended for the community. It is recommended that this swimming pool be constructed in conjunction with the recreation center in the heart of Fern Creek.

### **3.1.6 Potable Water**

All residents in the Fern Creek study area have access to potable water. Nearly all of these residents are connected to the Louisville Water Company distribution system. Over the past ten years, the Louisville Water Company has concentrated on both extending water lines to new developments and replacing older, deteriorating water lines. At present, there are 8 inch or larger water lines under most public roads in the area.

The Louisville Water Company has several scheduled projects that will help improve water service in Fern Creek. One such project is the construction of a new 30 inch water pipe along the Gene Snyder Freeway and south on Bardstown Road. This pipe will increase water pressure in the southern portion of the study area and provide an adequate amount of water for future growth. Another project that will improve water service in the study area is the construction of a new water tank along Billtown Road north of the Gene Snyder Freeway. The tank, which was approved in October 1999, will provide additional water to the northern portion of the Fern Creek study area. The tank will also help improve water pressure and make the system operate at a higher level.

## **3.2 Plan Organization, Goal and Objectives of Study**

### **3.2.1 Plan Organization**

To analyze the existing conditions and various future land use scenarios the study area was divided into four quadrants, separated by Bardstown Road and the Gene Snyder Freeway. As the study progressed it became apparent that the Bardstown Road corridor was, indeed, a unique area in both land use and appearance. Consequently, the study area has been divided into five subareas. The subareas are:

- Bardstown Road Corridor
- Quadrant I in the northwest
- Quadrant II in the northeast
- Quadrant III in the southwest
- Quadrant IV in the southeast

The issues related to all of the study areas are addressed in this section, and those issues specific to the individual subareas are addressed in Sections 5 through 9.

Before the issues are addressed on a section-by-section basis, it is best to first understand the general character and overall land use patterns evident in Fern Creek. Although unincorporated, Fern Creek is a distinct community that has developed around a central core that constitutes the heart of the community – the intersection

of Fern Creek Road and Bardstown Road. In this core area there are several public amenities including an attractively designed sign identifying the community as Fern Creek: Fern Creek Traditional High School, Fern Creek Fire Department, Fern Creek Community Center and other community and commercial buildings.

From this core heading south along Bardstown Road to the Gene Snyder Freeway, commercial establishments are the predominate land use. From this core, heading north along Bardstown Road to Hurstbourne Parkway, there is a mix of commercial and residential parcels. North of Hurstbourne Parkway there is a notable amount of low-density residential or open, undeveloped land that creates a visual transition, or gateway, into the community.

To the east and west of the Bardstown Road commercial corridor, north of the Gene Snyder Freeway, the land uses are almost exclusively residential. South of the Gene Snyder Freeway, a mix of residential subdivisions, rural and agricultural land uses, and undeveloped land characterizes the community of Fern Creek. The isolated medium-density residential areas (i.e., town homes and condominiums) and commercial establishments that exist south of the Gene Snyder Freeway are generally located along Bardstown Road.

### **3.2.2 Study Goal and Objectives**

The overall goal of the planning study is as follows:

***To provide a tool that will preserve and enhance the unique aspects that define Fern Creek as a distinct and desirable suburban community within the Louisville metropolitan area.***

The specific objectives identified and implemented during the planning process to meet the overall goal are as follows:

- To engage and involve Fern Creek citizens, businesses, citizen groups, developers, public agencies, and community leaders in developing the planning recommendations.
- To establish a vision of the future for Fern Creek that is acceptable to the community's residents and also compatible with the goals and objectives for the larger community – Jefferson County.
- To conduct a demographic analysis of the community.
- To study the planning documents of other agencies whose recommendations could affect the Fern Creek study area, i.e., the Kentuckiana Regional Planning and Development Agency (KIPDA), the Louisville and Jefferson County Metropolitan Sewer District (MSD), and the Kentucky Transportation Cabinet (KyTC).
- To evaluate potential land use scenarios, and propose a preferred scenario.

- To analyze the proposed transportation improvements presented in Jefferson County’s *Thoroughfare Plan* based upon the community’s vision and the preferred land use scenario.
- To assess other infrastructure improvement plans and needs based upon the community’s vision and the preferred land use scenario.
- To identify land use needs (recreational, office, residential, commercial, etc.)
- To study and possibly refine the Form Area boundaries as found in the *Louisville and Jefferson County Comprehensive Land Use Plan (Cornerstone 2020)*.
- To produce a document that will help local leaders and officials at all levels of government guide any changes to the built and natural environments.

### 3.3 Guiding Principles

The *Fern Creek Small Area Plan* relies heavily on comments received from the citizens of Fern Creek. Comments were received from citizens at four public meetings and five separate surveys: one distributed at each of the public meetings and one published in the *New-Leader Newspaper* by the Fern Creek Neighborhood Association (FCNA). The survey questions were developed to evoke subjective responses: for example, in separate questions, citizens were asked what they “like best” and “like least” about the Fern Creek Community “in regard to physical attributes or character.” Using the more than 400 citizens’ comments that were received during the planning process,<sup>1</sup> the planning team identified recurring themes or frequently-expressed concerns that were grouped by subject: Character of Fern Creek, Land Use, Design, Transportation, and Sewer and Stormwater Management, and then used to assist the development of the guiding principles and recommendations, outlined below.

#### 3.3.1 Character of Fern Creek

Fern Creek has a distinguishable, small-town atmosphere that is appreciated by both the long-time and new residents of the community. This character, which has kept many life-long citizens in Fern Creek, has also attracted so many newcomers that the small-town character is threatened by the rapid growth in population. Preservation of the community’s small-town character has been identified as a paramount issue among the citizens.

#### 3.3.2 Land Use

If the small-town character of the community is to be maintained, the recommended land use scenario should enhance Fern Creek as a “suburban town.” As such, the land use should be generally identifiable in a three-tier pattern, as described in the following paragraphs and reflected in Figure 3.

**First Tier** – There should be a centrally located, distinguishable, and intensely de-

<sup>1</sup> All public comments are available for review at Planning and Development Services, 531 Court Place, Suite 900, Louisville, Kentucky.

veloped mixed-use “town center” that functions as the heart of the community and offers an array of public services. Included in the town center area should be a mixed development and a multi-purpose community center that defines the character of the community through activity, land use, and design. Activities/facilities in the community center could include indoor and outdoor recreational facilities, meeting rooms, a library, commercial activity, etcetera.

**Second Tier** – At confined locations surrounding this central tier and adjacent to the main arterial, Bardstown Road, there should be medium-density/intensity land uses such as medium-density multi-family apartments and professional offices.

**Third Tier** – Surrounding the second tier there should be mostly low-density developments such as single-family residential, open space, and agricultural land uses. The third tier should encompass all of the land south of the Gene Snyder Freeway, as well as the land east and west of Bardstown Road north of the Gene Snyder Freeway.

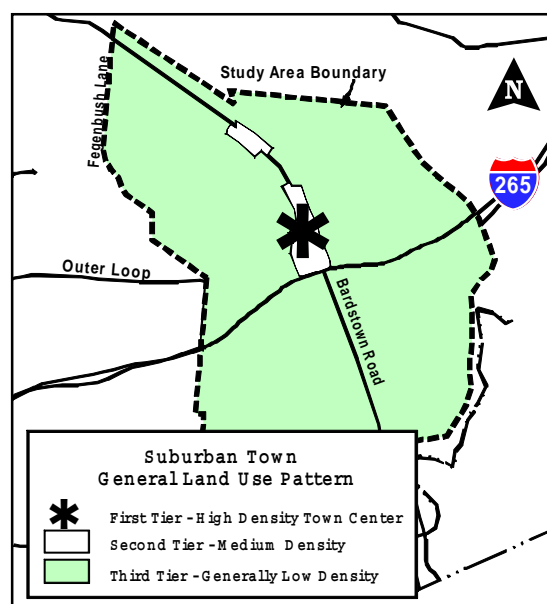
Recommendations regarding specific land uses within the study area are presented in Sections 3.3.2.1 through 3.3.2.5 below.

### 3.3.2.1 Town Center

Encourage the development of a compact, mixed-use town center that becomes the heart of Fern Creek and defines the character of the community through activity, land use, and design. Within the town center there should be a public community center with mixed recreational uses, commercial activity and other appropriate, high-density/intensity land uses.

### 3.3.2.2 Residential

- Where residential land uses are appropriate, encourage subdivision designs for low-density housing that preserve open space and enhance the existing rural, small-town character.
- Medium-density residential land uses are appropriate only for select locations where adequate traffic access exists and the surrounding land uses are compatible.
- High-density residential land uses are inappropriate in the community



**Figure 3: Fern Creek Suburban Town Land Use Pattern**

and should be discouraged.

### **3.3.2.3 Commercial**

Encourage:

- The redevelopment of abandoned commercial buildings as an alternative to constructing new facilities.
- The location of commercial development in existing high-density areas of the Bardstown Road corridor, north of the Gene Snyder Freeway.
- The location of commercial development where opportunities for adequate circulation exist.
- Providing fine dining and family-style sit-down restaurants.

Discourage:

- The development of liquor stores, pawnshops, adult entertainment and other such enterprises.
- The proliferation of small, stand-alone retail developments (*i.e.*, fast food restaurants, gas stations/mini marts, etc.).

### **3.3.2.4 Community Services**

Provide adequate places for:

- Passive, active, indoor and outdoor recreational facilities as identified in *The Parks and Open Space Master Plan*.
- A larger and more efficient Post Office facility.

### **3.3.2.5 Protection Areas**

Encourage preservation of the area's natural resources by:

- Protecting the Cedar Creek corridor and drainage basin from intense development.
- Encouraging developers to retain as many of the existing trees on wooded lots as possible for a proposed subdivision.
- Encouraging developers to use the terrain's natural features as an enhancement.
- Preserving the area's sensitive geological features, including karst features and prime soil.
- Preserving historic structures and resources.

## **3.3.3 Design/Appearance of Development**

Enhance the community's identity by developing design standards that address the look of the built environment to reinforce a positive image and heritage. Give care-

ful consideration to landscaping, parking lots, architecture and circulation, including the following elements:

### **3.3.3.1 Landscaping**

Encourage:

- Improvements of landscaping surrounding intersections (i.e. berms and plantings).
- Landscaped berms along the roadways.
- Streetscape improvements along existing and proposed roads.
- Preservation of open space for each development.
- Exterior lighting standards to reduce light pollution.
- Sign standards to regulate the height, size and lighting.
- The development of community gateway entrances with signs and landscaping.

### **3.3.3.2 Parking Lots**

Encourage:

- Increasing the amount of required landscaping.
- Reducing the required number of parking spaces as well as developing a maximum number of spaces allowed.

### **3.3.3.3 Conformity of Architecture Styles**

Encourage:

- The use of material more in keeping with the character of the area, such as brick, for the facades of commercial buildings.
- Neighborhood-size commercial structures, rather than regional-size commercial structures.
- An increase in the depth of building setbacks from roads.

### **3.3.3.4 Internal Circulation**

Encourage:

- Pedestrian and bicycle amenities for all new development.
- Sidewalks within each new development, without variances.
- Access points to major roadways far enough apart to minimize congestion.
- Both front and rear access roads for new developments to facilitate efficient circulation.
- The preservation of rights-of-way within developments to allow for both future road widening and new roads.
- A mix of both cul-de-sacs and grid streets within new residential

developments.

### **3.3.4 Transportation**

Encourage:

- The reduction of traffic congestion and air pollution on Bardstown Road by re-timing traffic signals and implementing access management policies.
- The continuation of Bardstown Road's current status as a Parkway from the Gene Snyder Freeway south to Bullitt County.
- Safety features on roads serving schools, especially at Bates Elementary School.

In addition to projects listed in the *Thoroughfare Plan*, consider:

- Constructing a bridge on Fairmount Road over Floyds Fork.
- Widening Beulah Church Road from I-265 north to Fegenbush Lane.
- Widening Fern Creek Road from Beulah Church Road to Bardstown Road, and improving the Fern Creek Road/Beulah Church Road intersection.
- Providing right-turn lanes on roads intersecting Bardstown Road, notably east-bound Fern Creek Road and Fairground Road.
- Providing two-lane exit ramps from I-265 to Bardstown Road for both east-bound and westbound traffic.
- Recommending that South Watterson Trail, from the future intersection with Hurstbourne Lane north along Fern Creek, be included on the local listing of scenic roads when the program is inaugurated.

### **3.3.5 Sewer and Stormwater Management**

- Encourage in-fill of sewer service in the existing, high-density developed areas before expanding sewer service to undeveloped, or sparsely developed areas.
- Ensure that adequate on-site stormwater retention basins will be constructed for new subdivisions and commercial developments.
- Ensure that adequate infrastructure exists before developments occur.
- Remove package wastewater treatment plants and expand the capacity of Cedar Creek Wastewater Treatment Plant.
- Construct both regional and on-site stormwater detention/retention basins to help reduce flooding and eliminate standing water on roadways.
- Develop a program to replace inadequate/undersized culverts.





# 4 Demographics: Population, Economics & Housing

## 4.1 Introduction

This section presents an overview of the demographic characteristics of the community of Fern Creek in comparison to Jefferson County and the Louisville Metropolitan Statistical Area (MSA). Since Fern Creek is not an incorporated area, population numbers for the study area were derived from combining seven U.S. Census Bureau Census Tracts, including those that only slightly overlap the study area boundaries. The MSA contains the Kentucky counties of Jefferson, Bullitt, Spencer, Shelby and Oldham and the Indiana counties of Clark, Floyd, and Harrison.

## 4.2 Population Trends and Projections

Based on the comparison of 1980 and 1990 census data, the community of Fern Creek's population decreased slightly. Jefferson County also experienced a slight decrease in population, and the MSA experienced a slight increase (-3.2 percent versus -2.9 percent and 5.1 percent, respectively).

The projections for the community of Fern Creek indicate that between the years of 1990 and 2020 the population will increase by 54 percent, from 22,559 to 34,789. (These numbers were provided by the Cornerstone 2020 Support Document, *Jefferson County Forecasts of People, Jobs and Housing: 1995 to 2020*.) Jefferson County's population is expected to increase by ten percent during the 30 year period, while the MSA population is expected to increase by 21 percent. Fern Creek's high growth rate is based mainly upon the development of new subdivisions and people migrating to the area.

**Table 2: Comparative Population Trends and Projections**

	Census Data		Projected		
	1990	1998 (Estimated)	2000	2010	2020
Fern Creek Community	22,559	N/A	26,694	30,733	34,789
Jefferson County	664,937	672,104	676,570	707,998	732,045
Metropolitan Statistical Area (MSA)	954,309	998,683	1,002,471	1,081,079	1,153,008

Sources: *Jefferson County Forecasts of People, Jobs, and Housing: 1995 to 2020 (Final Report, September 1995)* and *Greater Louisville Forecasts of Jobs, Populations and Income: 1995 to 2020, (Final Report, July 1994)*

### 4.3 Age Distribution

The population data indicates that in 1990 the Fern Creek community had a lower percentage of elderly persons than the county and the MSA (7.0 percent versus 13.4 percent and 11.4 percent, respectively) and, conversely, a higher percentage of youths and persons in the work force.

Between 1980 and 1990, the percentage of elderly in all three jurisdictions – Fern Creek, Jefferson County, and the MSA – increased, indicating an aging society. Fern Creek’s 3.6 percent increase in elderly was higher than that of the other jurisdictions. Conversely, the percentage of youths decreased by 5.6 percentage points, while the percentage of persons in the work force increased 2.0 percentage points.

Such data could indicate several things: 1) more elderly people are moving into the community; 2) families with children are moving out of the community; 3) families without children are moving to the community; or, most likely, 4) a combination of all three.

**Table 3: 1980 & 1990 Comparative Age Distribution**

	Fern Creek Community		Jefferson County		Metropolitan Statistical Area	
	1980	1990	1980	1990	1980	1990
<b>Population</b>	23,308	22,559	685,004	664,937	906,152	954,309
<b>Age 0 to 17</b>	7,948 (34.1%)	6,429 (28.5%)	167,826 (24.5%)	162,910 (24.5%)	260,066 (28.7%)	241,023 (25.3%)
<b>Age 18 to 64</b>	14,568 (62.5%)	14,551 (64.5%)	441,828 (64.5%)	412,926 (62.1%)	551,847 (60.9%)	603,035 (63.3%)
<b>Age 65+</b>	792 (3.4%)	1,579 (7.0%)	75,350 (11%)	89,102 (13.4%)	94,240 (10.4%)	108,603 (11.4%)

Source: U.S. Bureau of the Census, 1980 and 1990

### 4.4 Employment Characteristics

There were two notable differences among the community of Fern Creek, Jefferson County and the MSA within their respective employment industries. The most notable of the two was the higher percentage of persons in Fern Creek working in the retail trade industry as compared to those of Jefferson County and the MSA (21.0 percent versus 16.8 percent and 18.0 percent, respectively). The second noteworthy difference was in the public administration industry, where Fern Creek’s 1.3 percent was nearly one-third that of Jefferson County and the MSA, both of which had 3.4 percent. Employment data for all three areas are shown in Table 4.

**TABLE 4: 1990 Employment by Industry**

Employment Industries	Fern Creek		Jefferson County		Metropolitan Statistical Area (MSA)	
	#	%	#	%	#	%
<b>Agriculture, Forestry and Fisheries</b>	122	0.9%	2,887	0.8%	6,809	1.5%
<b>Mining</b>	0	0.0%	198	0.0%	493	0.0%
<b>Construction</b>	824	6.1%	16,986	5.0%	26,132	5.8%
<b>Manufacturing</b>	2,850	21.1%	81,468	23.9%	88,115	19.4%
<b>Transportation</b>	783	5.8%	16,529	4.9%	23,940	5.3%
<b>Utilities</b>	0	0.0%	8,022	2.4%	11,452	2.5%
<b>Wholesale Trade</b>	891	6.6%	14,092	4.1%	20,227	4.5%
<b>Retail Trade</b>	2,836	21.0%	57,385	16.8%	81,547	18.0%
<b>Finance</b>	1,216	9.0%	24,512	7.2%	32,777	7.2%
<b>Business and Repair</b>	608	4.5%	16,298	4.8%	21,840	4.8%
<b>Personal Services</b>	3,242	2.4%	10,129	3.0%	13,630	3.0%
<b>Entertainment</b>	176	1.3%	4,376	1.3%	5,609	1.3%
<b>Professional Services</b>	2,701	20.0%	76,456	22.4%	103,537	22.8%
<b>Public Administration</b>	176	1.3%	11,425	3.4%	17,828	3.9%
<b>TOTAL</b>	<b>13,507</b>	<b>100%</b>	<b>340,763</b>	<b>100%</b>	<b>453,936</b>	<b>100%</b>

Source: U.S. Bureau of the Census, 1990

In employment occupations there were several notable differences among the areas being examined. The most notable was that Fern Creek had a higher percentage of persons working in technical and sales occupations than Jefferson County and the MSA (38.4 percent versus 33.9 percent and 33.0 percent, respectively). Conversely, Fern Creek had a smaller percentage of persons working in service occupations than Jefferson County and the MSA (9.5 percent versus 13.2 and 13.1 percent, respectively), and as operators and laborers (13.3 percent versus 15.5 and 16.9 percent, respectively).

**TABLE 5: 1990 Occupations**

1990 Occupations	Fern Creek		Jefferson County		Metropolitan Statistical Area	
	#	%	#	%	#	%
Managerial	3,255	24.1%	81,512	25.8%	109,542	24.1%
Technical & Sales	5,187	38.4%	107,216	33.9%	149,737	33.0%
Service	1,283	9.5%	41,868	13.2%	59,457	13.1%
Farming, Forestry & Fishing	108	0.8%	2,632	0.8%	6,201	1.4%
Precision Production	1,877	13.9%	33,886	10.8%	52,130	11.5%
Operators & Laborers	1,796	13.3%	49,003	15.5%	76,869	16.9%

Source: U.S. Bureau of the Census, 1990

## 4.5 Available Jobs

The *Jefferson County Forecasts of People, Jobs, and Housing: 1995 to 2020* contains projections of the number of jobs in each of the seven U.S. Census Tracts that are in the Fern Creek study area. In 1990, there were 3,179 jobs in the seven census tracts. By the year 2020, the number of jobs is projected to be 4,225, an increase of 32.9 percent.

**TABLE 6: Number of Jobs in Fern Creek - 1990 to 2020**

Year	1990	1995	2000	2010	2020
Jobs in Fern Creek	3,179	3,467	3,753	4,057	4,225

Source: *Jefferson County Forecasts of People, Jobs, and Housing (Final Report, September 1995)*

## 4.6 Economic Characteristics

The median household income of Fern Creek is higher than that of both Jefferson County and the MSA (\$37,633 versus \$27,092 and \$27,665, respectively). The per capita income of the community's residents is nearly the same as that for Jefferson County residents and slightly higher than for the residents of the MSA (\$14,085 versus \$14,067 and \$13,111, respectively).

**TABLE 7: 1989 Comparative Per Capita and Median Household Income**

	<b>Fern Creek</b>	<b>Jefferson County</b>	<b>Metropolitan Statistical Area (MSA)</b>
<b>Median Household Income</b>	\$37,633	\$27,092	\$27,665
<b>Per Capita Income</b>	\$14,085	\$14,067	\$13,111

Source: U.S. Bureau of the Census, 1989.

## 4.7 Housing

Table 8 illustrates the existing and projected number of housing units in both Fern Creek and Jefferson County. From 1980 to 1990 the number of housing units in Fern Creek increased by 20 percent while the number of housing units in Jefferson County increased by approximately 12 percent. Through 2020, the number of housing units in the Fern Creek area is expected to increase from 8,376 to 14,539 (an increase of about 73.5 percent), which reflects the tremendous amount of growth occurring, most of which is occurring south of the Gene Snyder Freeway. Jefferson County is expecting a 20.9 percent increase in the number of housing units, from 282,578 in 1990 to 341,706 in 2020.

**TABLE 8: Housing Unit Information**

	<b>Number of Housing Units</b>			<b>Projected Number of Housing Units</b>		
<b>Year</b>	<b>1980</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2010</b>	<b>2020</b>
<b>Fern Creek Community</b>	6,959	8,376	9,471	10,563	12,408	14,539
<b>Jefferson County</b>	250,569	282,578	294,911	305,052	323,993	341,706

*Jefferson County Forecasts of People, Jobs, and Housing (Final Report, September 1995)*, U.S. Bureau of the Census and Kentucky State Data Center



# 5 BARDSTOWN ROAD CORRIDOR

The primary land use issues addressed in this area are:

- Future Commercial and Medium-Density Residential Areas
- Design of Future Developments
- Bardstown Road Parkway Status as a Transition into Fern Creek
- Landscaped Signature Gateway Entrances
- *Cornerstone 2020* Form Areas/Districts

Transportation issues/projects addressed in this corridor are:

- Signal Timing
- Landscaping
- Right-Turn Lanes on Bardstown Road
- Right- and Left-Turn Exit Ramp Lanes from Gene Snyder Freeway

## 5.1 Existing Land Use

From the southern limits of the study area (Thixton Lane) north to the Gene Snyder Freeway, Bardstown Road has recently been widened to a four-lane divided facility with partially controlled access. The portion of the new road from the study limits north approximately 1.4 miles to the Glenmary Subdivision entrance is on new alignment east of and parallel to the original road. As a result, there is now a strip of land between the two roads that has individual residential houses and the Fern Creek Fire Department Station #2. From Glenmary north to the Gene Snyder Freeway the land use along the corridor includes a few isolated commercial parcels, residential subdivisions, two churches and one school – Bates Elementary.

From the Gene Snyder Freeway north to Hurstbourne Parkway, the land use consists of multi- and single-family residential dwellings, multi-tenant commercial centers, individual commercial lots, community facilities and a few open parcels. From south to north, the named commercial centers in this area are as follows:

- Cedar Creek Commercial Center
- Harley Center
- Fern Creek Office Condominiums
- Piccadilly Plaza
- Spanish Cove

Public facilities in the corridor include those located in the existing town center – the Fern Creek Community Center, the Fern Creek Fire Department Station #1, and the U.S. Post Office. The only schools with access to Bardstown Road are Saint Gabriel Catholic Elementary School located at the intersection of Hudson Lane and Bates Elementary, located north of Brentlinger Lane and south of the Gene Snyder Freeway.

From Hurstbourne Parkway north to Fegenbush Lane the land use is generally rural residential and open space. The open space is attributed, in part, to the presence of Wildwood Country Club, Resthaven Memorial Park, and Woodhaven Country Club. This open area provides a valued visual transition from the community of Buechel to the north.

## 5.2 Land Use Recommendations

Land use recommendations for various sections of the Bardstown Road Corridor are described below and illustrated on various maps within the text and on Map 5: *Preferred Land Use Scenario and Transportation Projects*, located in the appendix.

### 5.2.1 Future Commercial Areas

During earlier phases of the study process, commercial uses were proposed in alternative land use scenarios in the following areas of Fern Creek: 1) in the southwestern quadrant of the Bardstown Road/Gene Snyder Freeway interchange, 2) at the Billtown Road interchange, 3) along Billtown Road both north and south of the interchange, 4) at select and isolated locations in the middle of the southeastern quadrant of the study area, and 5) as part of innovative subdivisions along Hurstbourne Parkway. However, citizens who attended the public meetings stated that commercial development would not be a compatible land use in these areas. Their rationale was generally based on a desire to both control urban sprawl and have Fern Creek develop in the pattern of a cohesive suburban town. The main arterial leading to the town center should be the primary commercial area serving the residents of the town. Therefore, it is recommended that future commercial developments be located at select locations along Bardstown Road, according to the following specified guidelines regarding:

**Recommendation:**  
that future commercial be limited to select locations along Bardstown Road according to specified guidelines

- Location
- Type
- Access management
- Design

#### 5.2.1.1 Location of Future Commercial

To realize the community's goals and objectives, the following locations of future commercial activity are recommended:

- Commercial development south of the Gene Snyder along Bardstown



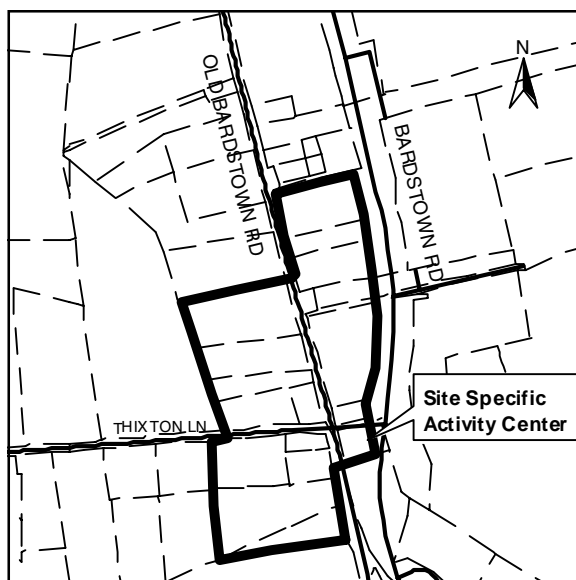
Road should be limited to a neighborhood-serving scale and located only within the site specific activity center depicted in Figure 4.

- Vacant commercial buildings.
- Vacant land between and adjacent to existing commercial buildings (*i.e.*, infill).
- Existing commercial buildings needing to be refurbished and updated (*i.e.*, those generally 30 years of age or older)
- Suburban Marketplace Corridor Form District

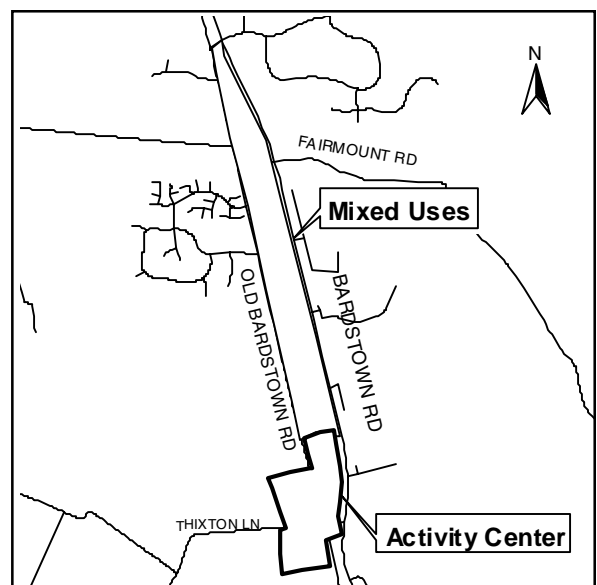
In general, redevelopment of existing vacant or older buildings is preferred over development on currently undeveloped land. Both the Commonwealth and Jefferson County should explore tax incentive programs to this end.

#### South of the Gene Snyder Freeway

The only location where new commercial activity is recommended south of the Gene Snyder Freeway is at the southern end of the land between Old Bardstown Road and the new alignment of Bardstown Road, adjacent to the intersections with Thixton Lane (see parcel specific map). This location is recommended to be developed as an activity center. As such, it should be developed at a neighborhood-scale, consisting of commercial uses that are intended to meet the day to day needs of adjacent residential neighborhoods. The commercial uses within this activity center should encompass no more than 100,000 square feet of gross floor area, including all existing commercial uses. Surrounding and incorporated within this neighborhood-scale commercial area, professional office uses would be appropriate. To ensure that

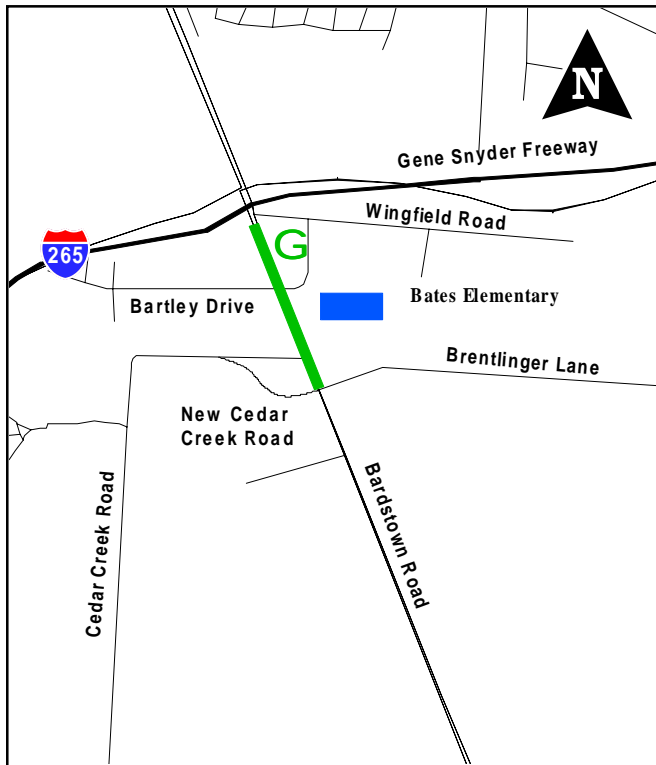


**Figure 4: Neighborhood serving activity center**



**Figure 5: Proposed Mixed-Use between Bardstown and old Bardstown Roads**

all development in this activity center is of a neighborhood rather than a regional scale, no single structure within the activity center should exceed 50,000 square feet, thus precluding the development of “big box” retail stores. All commercial and office uses proposed in this activity center should be designed to be in-scale and compatible with existing residential uses.



**Figure 6: Proposed Gateway**

Earlier in the planning process for this *Small Area Plan* a neighborhood commercial area was recommended in the vicinity of the Cedar Creek Road/Brentlinger Lane intersection. However, because of the amount of existing land in this area committed to commercial use and the amount of undeveloped land currently zoned for commercial use, an additional neighborhood-size commercial area would result in a total amount of commercial acreage that is incompatible with the neighborhood scale desired for the area. Therefore, no new commercial activity is recommended along Bardstown Road north of the activity center.

To the north of the activity center, the remaining 1.4 mile stretch of land between Old Bardstown Road and Bardstown Road should be developed in medium density residential uses and medium intensity office uses that are in-scale and compatible with the existing residential uses in the area (see Figure

5). It should be noted that such uses could be accomplished at the desired scale within the OR (Office/Residential) Zoning District and that a zoning designation that allows more intense uses is generally undesirable in this area.

It must be stressed that continuous commercial or high-density development along the Bardstown Road corridor is not encouraged. Allowing such development to saturate this area would contribute to congestion and change the character of the area.

**Recommendation:**  
this section of  
Bardstown Road be  
designated as a  
parkway requiring  
increased setbacks  
and landscaping

The Bardstown Road corridor between the Brentlinger Lane/Cedar Creek Road intersection and the Gene Snyder Freeway serves as a gateway that transitions drivers from either the town center or the interstate into the residential area (as depicted in the *Cornerstone 2020* Neighborhood Form District concept). Therefore, this area should not be developed in land uses more intense than its current zoning permits – single-family residential. If development occurs, entrances and setbacks should be in concert with this gateway concept in order to preserve the sense of transition, and to help reduce traffic congestion at the interchange, and ad-

verse impacts to Bates Elementary, the Bartley Drive neighborhood, and the Wingfield Drive neighborhood.

#### North of the Gene Snyder Freeway

The section of Bardstown Road from Fegenbush Lane south to Hurstbourne Lane provides a gateway transition into Fern Creek from neighboring Buechel. The rural, open character of this area should be maintained to preserve the gateway concept that is important to establishing Fern Creek as a distinct community. Therefore, it is recommended that this section of Bardstown Road be designated as a

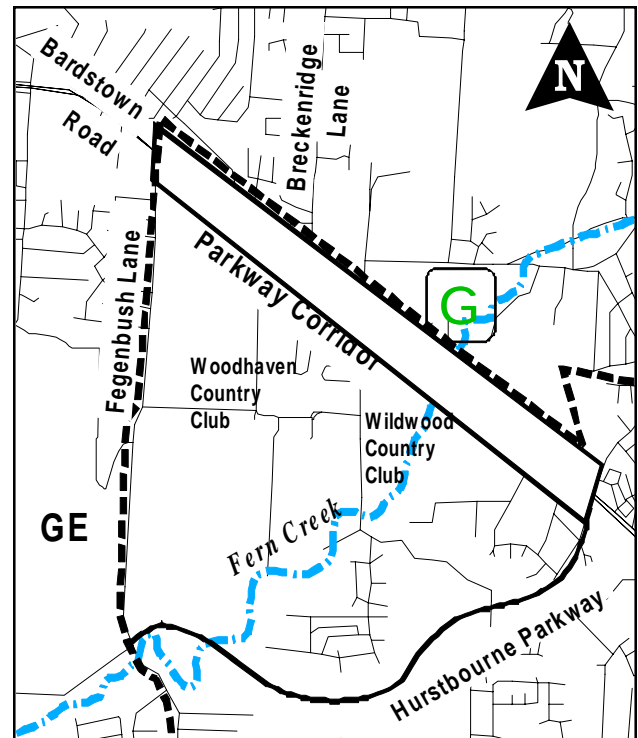
parkway – requiring increased setbacks and landscaping – like Bardstown Road south of the Gene Snyder Freeway. In addition, signature-type entrances are recommended along Fern Creek. The signature entrance, employing an identifying symbol/logo accented with native vegetation, should welcome drivers to Fern Creek. Such a signature entrance should also be constructed at each of the exit ramps from the Gene Snyder Freeway.

It is proposed that the Bardstown Road corridor contain the majority of the future commercial developments proposed in the Fern Creek area. It is further recommended that, whenever feasible, the following existing facilities/locations should be utilized for such development:

- Suburban Marketplace Corridor Form District
- Existing commercial buildings needing to be refurbished and updated (i.e., those buildings that are generally 30 years of age or older)
- Vacant commercial buildings
- Vacant land between/adjacent to existing commercial buildings (i.e., infill)

#### **5.2.1.2 Types of Future Commercial**

Public comments identified various types of commercial activity that either should or should not be encouraged. Commercial land uses to be discouraged include such stand-alone retail developments as fast food restaurants,



**Figure 7: Parkway Designation and Gateway**

banks, pawnshops, liquor stores, gas stations, and convenience stores. Many people stated their belief that higher crime rates are associated with some of these types of developments. Therefore it is recommended that the standards for such uses be included in the review of the development code so new standards may be developed as necessary. One possible standard would include requiring liquor stores, pawnshops, adult entertainment and other such enterprises to locate no closer than one-mile from existing schools and day care facilities.

Types of commercial activity desired by the citizens, as ascertained via public comments, include fine dining and family-style restaurants, and general retail stores of neighborhood rather than regional size.

#### **5.2.1.3 Access Management**

Since Bardstown Road is a state-owned route, the KyTC has jurisdiction over access to it. At present, access to Bardstown Road north of the Gene Snyder Freeway is controlled by permit, which means that every parcel has the right to have direct access to the roadway so long as there are not any immediate safety issues, such as poor line of sight. In this area, permit-only access served well when traffic was light and there were fewer than the current five lanes. At present, however, the high number of access points, coupled with the high volumes of traffic, contributes to a lower level of service, lessened capacity, increased congestion, and increased potential for accidents.

To reverse the policy or group existing access points is not realistic or feasible. Therefore, the only prudent recommendation is to encourage stringent control of access to Bardstown Road north of the Gene Snyder Freeway on a case-by-case basis for future developments or redevelopment. Spacing of 1,200 feet between curb cuts on a Major Arterial is recommended. Therefore, enforcing shared access to try to meet that recommendation for new developments is encouraged. South of the Gene Snyder Freeway, access has been spaced at a minimum of 1,200 feet.

#### **5.2.1.4 Design**

Several public comments addressed the unattractive look and “feel” of developments along Bardstown Road. They cited many of the design features listed below as being inconsistent and unattractive.

- Signs
- Landscaping/buffering
- Parking Lot Design
- Exterior Lighting
- Architecture
- Noise

It should be noted that all future land use along Bardstown Road south of the Gene Snyder Freeway must comply with the parkway guidelines regarding setbacks and landscaping already established for the Bardstown Road corridor. These guidelines, which include a 50 foot buffer area and 75 foot setback for residential uses and a 30 foot buffer area and setback for nonresidential uses, also must be met if the portion of Bardstown Road between Hurstbourne Parkway and Fegenbush Lane is designated as a parkway.

The general recommendations of this *Small Area Plan* for these design-related issues are as follows:

Signs should be limited to one per development, with a maximum height of 6 feet and maximum width of 10 feet. The signs should be either lighted from the exterior with the lights pointing down, or lighted from the inside with dark signs and white lettering, only.

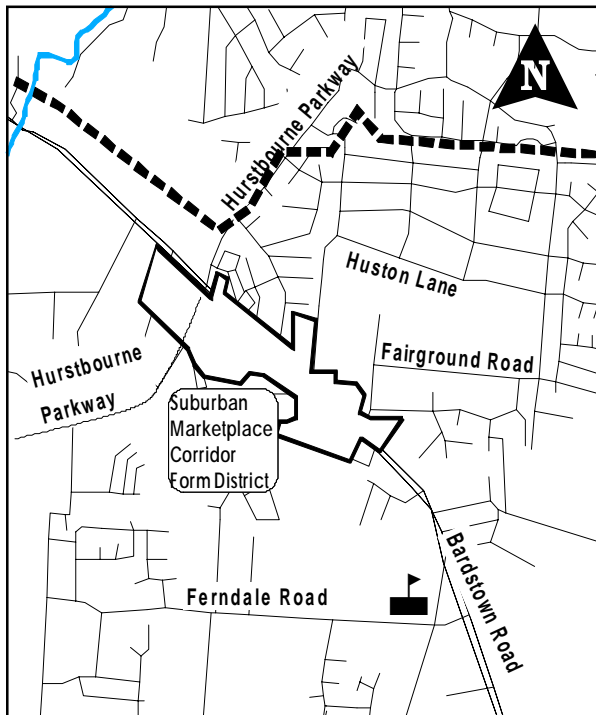
Landscaping/buffering for each development north of the Gene Snyder Freeway (i.e., areas not in along a designated parkway) should have a minimum of a 15 foot wide landscaped buffer area between unlike uses, and solid fences to reduce noise and light impacts to adjacent residents where applicable.

Parking lot designs for existing developments in Fern Creek have been criticized by many citizens for having too many parking spaces and too little landscaping – conditions that are believed to detract from the aesthetic character of the community. At present, the parking lot requirements for a general retail store is one space for each 200 square feet of floor area in the building, with a minimum of three spaces. For Fern Creek it is recommended that future developments use the existing administrative process that allows for reductions in required parking spaces. This process involves applying for parking waivers, which are considered on a case-by-case basis. A reduction in parking, consistent with the needs of the business, up to the maximum permissible waiver (33%) is endorsed by this plan.

***Recommendations:***

- signs be limited with a maximum height of six feet and a maximum width of ten feet
- stringent lighting standards be employed
- each development should have a minimum 15-foot wide landscape buffer between unlike uses
- only brick facades should be permitted accented in earth tones
- noise pollution from developments must be reduced to not trespass on neighboring property

Exterior lighting, permitted with few controls, has become an eyesore in the community of Fern Creek. It has contributed to excessive spill over onto neighboring properties, illumination of the night sky and glare for travelers on adjacent roads. As a result, it is recommended that stringent lighting standard be employed in the community of Fern Creek as follows: poles



**Figure 8: Bardstown Road - Current Suburban Marketplace Corridor Form Area**

should be no more than 30 feet in height above grade, full-cut off fixtures be used, and spill over onto adjacent property and roadways be limited to less than 0.3 foot-candle at grade. Additionally, the average foot-candle on parking lots should be no more than 3 foot-candles.

**General architectural standards** have been inconsistent and, therefore, have not contributed to a cohesive urban design for the community. Numerous public comments have recommended that only brick façades should be permitted, versus cinder block or vinyl, accented in only earth tone colors, versus bright colors and neon, and that height limits and other design standards be developed for the corridor.

Therefore, it is recommended that urban design standards be developed to improve the appearance of commercial developments along the Bardstown Road Corridor. Such standards should ensure that new structures are compatible with adjacent and nearby structures in terms of bulk and building materials and particularly that such features are not intrusive upon adjacent or nearby residences.

It is further recommended that new development visible from Bardstown Road, south of the Gene Snyder Freeway, be limited to two-stories in height. This recommendation should only be exceeded in the following instances: (1) Because of a site's existing topography, a taller structure can be constructed that has the appearance of a two-story structure as seen from Bardstown Road. Grading activity that significantly alters the site's topography or relation to adjacent properties violates the two-story limit and is not appropriate. (2) A proposed development can provide useable open space and/or preserve significant stands of existing vegetation and reduce the overall site disturbance by building taller structures on specific portions of the site rather than spreading the development throughout the site. As a general rule, if a development is proposed to have multiple structures, those closest to the Bardstown Road corridor should be limited to two-stories in height, thus screening taller structures that could be placed further away from the corridor. The two-story height limit and its related exceptions are also recommended for Bardstown Road, north of the Gene Snyder Freeway, except for those areas designated as Town Center and Suburban Marketplace Corridor Form Areas. In those areas, building heights should be determined on a case-by-case basis with the primary emphasis being continuity of the area's streetscape and compatibility with adjacent or nearby residences. It should

be noted that many area residents felt that no structure should be more than four stories in height within the before mentioned Form Areas.”

### **5.2.2 Cornerstone 2020 Form Areas/Districts**

One of the study tasks was to analyze the Form Area boundaries as depicted in the comprehensive plan, in light of the goals and objectives for the Fern Creek study area, and recommend any modifications identified as necessary. Two non-residential Form Area/Districts proposed for the Fern Creek community were analyzed: the Town Center Form and Suburban Marketplace Corridor Form.

Town Center Form Only one modification is recommended – the expansion of the Town Center Form District towards the north (See Figures 10 & 11.) This form area is currently designated as Suburban Marketplace Corridor. The expansion of the Town Center Form in this location would allow for additional mixed-use development within the Town Center of Fern Creek. The need for additional mixed-use development has been identified by the community to include a recreational center, a United States Postal facility, the existing Fern Creek High School, as well as high-intensity uses, such as commercial and retail development. An increase of the Town Center Form is in keeping with the projected population of the Fern Creek community in 2020: approximately 40,000 residents.

Suburban Marketplace Corridor Form The Suburban Marketplace Corridor Form District is located along Bardstown Road from the Spanish Cove development, just north of Hurstbourne Parkway, south approximately one mile. It is recommended that the existing boundaries remain in place. Expanding this Form District would encourage commercial development sprawl farther north or south along the corridor. In contrast, new commercial development is encouraged to locate in this Form to contribute to infill and revitalize existing, older commercial buildings.

## **5.3 Existing Transportation System**

### **5.3.1 Functional Classifications**

Bardstown Road has been identified as a Major Arterial in KIPDA’s *Louisville Urbanized Area Thoroughfare Plan* as well as by KyTC.

### **5.3.2 Average Daily Traffic**

Average daily traffic (ADT) volumes were obtained from KIPDA and included in Table 9. These figures are for Bardstown Road only.

**Table 9: Bardstown Road Corridor - Existing & Future ADT**

<b>Road: Bardstown Road (US31E)</b>	<b>1999 ADT</b>	<b>2020 ADT</b>
From Thixton Lane North to Fairmount Road	15,400	32,500
From Fairmount Road north to I-265	29,000	40,000
From I-265 north to Beulah Church Road	30,600	41,450
From Beulah Church Road north to Hurstbourne Parkway	35,200	40,000
From Hurstbourne Parkway north to South Watterson Trail	29,500	41,000
From South Watterson Trail north to Breckenridge Lane	41,000	44,000
From Breckenridge Lane north to Fegenbush Lane	35,300	35,250

### 5.3.3 Accident Locations

KIPDA's Louisville Urbanized Area Thoroughfare Plan analyzes accident data to identify high accident locations. According to the *Thoroughfare Plan*, only one intersection with Bardstown Road had a high accident rate: Ferndale Road. Based on 1997 and 1998 data, there was an average of 5.5 accidents per year. In 1990 the accident rate was 0.7, and a year 2020 accident rate of 0.5 is projected. The accident rate is calculated from the number of accidents per MEV (million entering vehicles) for intersections and HMVM (hundred million vehicle miles) for roadway segments. When an accident rate greater than 1.0 occurs at either intersections or roadway segments, it is an indication that accidents occur at that location at a higher rate than can be attributed to random occurrence. In other words, there is a statistically high accident rate that warrants investigation into the potential causes and solutions.

### 5.3.4 Transit Service

Transit Authority of River City (TARC) provides one route along Bardstown Road – Route 17, which runs from Glenmary Subdivision north to downtown Louisville, and Stony Brook Drive north into Jeffersontown. There are three park-n-TARC parking lots – one at the Harley Center, one north of Fern Creek High School, and one at Piccadilly Plaza.

### 5.3.5 Bikeways and Greenways

The Bardstown Road Corridor has two major bikeways. Bardstown Road is considered a shared path bikeway, as stated in the *1994 Bicycle and Pedestrian Circulation Plan*. Signs will be posted along the route to notify cyclists and passing motorists. The plan proposes no construction of new bike paths along the Bardstown Road corridor. Also, Old Bardstown Road is designated as a shared access bikeway. No construction to this roadway is proposed since it is used primarily for local travel.



## **5.4 Transportation Recommendations**

### **5.4.1 Signal Timing**

To enhance the efficient movement of vehicles along Bardstown Road, it is recommended that the existing and future traffic signals be timed according to the existing speed limit – 45 miles per hour – so that through traffic can enter and exit the study region with minimal delays. A separate traffic study would be required to complete this task.

### **5.4.2 Landscaping and Gateways**

Landscaping along the corridor, and constructing gateway signature entrances into Fern Creek – near the Fern Creek stream and at each of the exit ramps from the Gene Snyder Freeway – are recommended. The signature entrances, employing an identifying symbol/logo and accented with native vegetation, should welcome drivers to Fern Creek. Landscaping along the corridor is most needed between Glenmary and the Gene Snyder Freeway and from the Gene Snyder Freeway north in front of the Cedar Creek development. At present the landscaping in front of the Cedar Creek development consists of rip-rap rock, in wire cages, which supports the stream bank of Cedar Creek. The appearance is that of a massive wall of rock that is lacking in aesthetic appeal. It is recommended that bioengineering techniques currently in use in the county to stabilize stream banks be investigated for use at this location.

### **5.4.3 Right-Turn Lanes on Bardstown Road**

It has been noted that the ability to turn right from Bardstown Road onto an intersecting road can be a tremendous problem owing to the high volume of traffic along Bardstown Road. This turning movement has been noted to be particularly difficult at the collector roads in the vicinity of the town center – Fairground Road, Fern Creek Road, Seatonville Road and Beulah Church Road. Therefore, it is recommended that the county investigate employing transportation system management (TSM) technique of striping a right-turn lane in the existing emergency lane or, perhaps, widen the road's shoulders at the intersection approach to facilitate access to these collectors.

### **5.4.4 Gene Snyder Freeway (I-265) Exit Ramps**

Both exit ramps from the Gene Snyder Freeway to Bardstown Road frequently back up during peak hours, sometimes onto the interstate. This situation poses a serious traffic hazard and reduces the efficiency of the interstate system. A short-term, low-cost solution to this problem would be to widen the exit ramps to provide southbound and northbound exit lanes for the majority of the ramps.

The transportation projects area described and illustrated in Map 5: *Preferred Land Use Scenario and Transportation Projects*, located in the appendix.

## **5.5 Sanitary Sewer Facilities**

MSD's Bardstown Road Corridor Sewer Assessment Project will provide sanitary sewer service to 23 businesses along the corridor. The project is scheduled for completion in late 2001.

# 6 QUADRANT 1:

## Northwestern

## Quadrant

The primary future land use issues addressed in this area are:

- Future Hurstbourne Parkway Corridor
- Proposed Office Park and Recreational Facility at Hurst-bourne Parkway and Fegenbush Lane
- Proposed Community Center
- Proposed *Cornerstone 2020* Town Center Form District Boundary Changes

Transportation projects addressed in this area are:

- Hurstbourne Parkway
- Fegenbush Lane
- Beulah Church Road
- Fern Creek Road
- Gene Snyder Freeway

### 6.1 Existing Land Use

Subdivided, suburban, single-family residential neighborhoods comprise the majority of the land uses in this portion of the study area. The only commercial development in the quadrant is in the Highview community area, along Beulah Church Road and Fegenbush Lane. Multi-family residential areas occur one to two tiers back from the commercial land uses along both Bardstown Road and Fegenbush Lane. In the northern portion of the quadrant, development is less dense, owing partly to the presence of Resthaven Cemetery, Woodhaven Country Club and Wildwood Country Club. Surrounding the country clubs and cemetery are a mix of traditional residential subdivisions and rural residential lots. To the west of Fegenbush Lane, across from Resthaven Cemetery and Woodhaven Country Club, is the General Electric Appliance Park, which is a major regional employment center. The general land use patterns are shown in Map 2: *Existing Land Use (1999)*, and the general zoning is reflected in Map 3: *Existing Zoning*. Both are located in the appendix as well as Map 1: *Existing Facilities, Historic Places and Subdivisions*, which maps the information given in the three following paragraphs.

**Subdivisions:** There are 38 recorded residential subdivisions in this quadrant:

Fairway Acres	Spanish Cove Villa
Spanish Grove	Kellwood, Hudson Lake Estates
Stone Bluff	Quail Run
High Point Village	Eagles Crest
Watterfern Hills	Elliott Subdivision
Ferncreek Gardens	Broadfern Subdivision
Trademill Subdivision	Bryanwood Subdivision
Cedar Creek Subdivision	Fegenbush Meadows
Fernbrook Subdivision	S.A. Stivers
Warren Acres	Farmgate Springs
Fox Ridge	Birchwood Subdivision
Fern Creek Heights	The Timbers at Farmgate
Farmgate	Farmgate Meadows
Shadow Creek	Stone Ledge Farm
Fern Creek Terrace	Hillsborough
The Cedars Subdivision	Creek Hollow
Gainsborough Subdivision	Bud Hill Estates
Hillwood Subdivision	Highfern Crossing
Zelma Fields	Minor Lane Heights

**Historic Properties:** According to the Jefferson County Office of Public History, there are 12 historic properties located in Quadrant I. These historic properties include: the Martin Bannon House and the Patrick Bannon House, both listed on the National Register of Historic Places; the Taggart Mansion site, which was listed on the National Register until the early 1980s, when a fire destroyed the house; an unnamed historic house, the Matt Bichoff House, the Gus Bichoff House, the William Standiford House, the Old Beulah Church, Cary's Corner Hardware, the Shacklette House, the Johnson House, and Stone Lodge.

**Institutional:** Schools in the quadrant include the Fern Creek Traditional High School, Fern Creek Elementary School, Saint Bernard's Parochial Elementary School, and Highview Baptist Elementary School. The only public recreational facility is the Fern Creek Park.



**Topography:** The topography of the quadrant is relatively flat. Four streams traverse the area – Fern Creek, which runs west across the northern portion, two tributaries to Fern Creek, and a tributary of Cedar Creek, which run south into the southwest quadrant of the study area.

**Demographics:** Existing and projected population data for the quadrant are as follows:

	<u>1990</u>	<u>2020</u>	<u>% Change</u>
Population	11,022	13,817	25%
Housing	4,278	5,958	39%
Employment	2,381	3,082	29%

## 6.2 LAND USE RECOMMENDATIONS

Land use recommendations for various sections of Quadrant I are described below and illustrated on various maps within the text and on Map5: *Preferred Land Use Scenario and Transportation Projects*, located in the appendix.

### 6.2.1 Hurstbourne Parkway Corridor

The KyTC is currently advancing with the extension of Hurstbourne Parkway from Bardstown Road west on new alignment to Fegenbush Lane. Once complete, this roadway will facilitate changes in the surrounding land use, much of which is currently either vacant or low-density residential. The Planning Commission, in June 1992, adopted the *Hurstbourne Parkway Corridor Study* to prescribe what land uses would be appropriate along the entire Hurstbourne Parkway corridor. Through the study area, the plan calls for a mix of “low-” and “medium-density” residential uses from Bardstown Road to an area just east of Fegenbush Lane. In the northeast quadrant of the future intersection with Fegenbush Lane, the *Corridor Study* calls for “neighborhood commercial/office.”

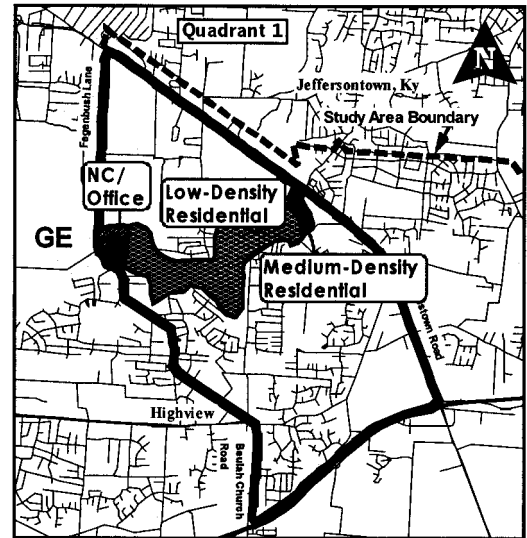


Figure 9: Hurstbourne Parkway Corridor

**Recommendation:**  
“Encourage the development of a neighborhood commercial/office, park/recreation area near the intersection of Hurstbourne Parkway and Fegenbush Lane”

The recommendations in the planning study at hand concur with those of the *Corridor Study*. One slight difference, however, is in the vicinity of the Fegenbush Lane intersection. In that area, a public park is recommended along Fern Creek, in addition to the “neighborhood commercial (NC)/office” proposed in the *Corridor Study*. The exact location and size of the proposed park should be determined by Metro Parks and funding agencies using the most current information regarding available properties and a more detailed analysis of the area’s recreational needs. A mixed-use office park and a public park would be compatible with neighboring General Elec-

tric and help meet a need for both office space and more recreational land uses in the study area. These recommendations are in accordance with the Goals and Objectives of the area’s assigned form, Suburban Workplace.

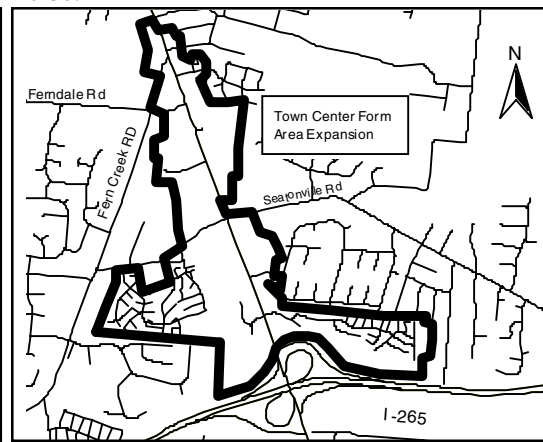
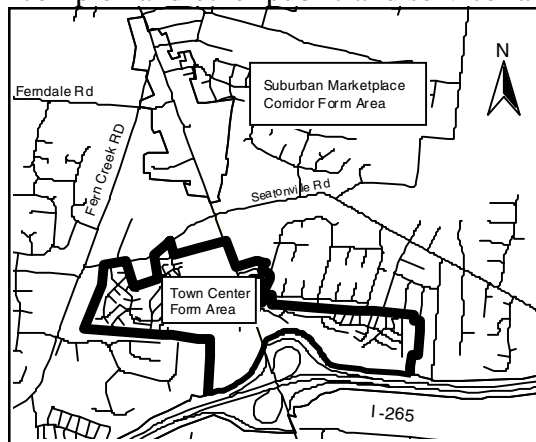
### 6.2.2 Fern Creek Town Center

In Fern Creek, the pattern of development over time has resulted in the center of the community being at a triangle-shaped area of land bounded by Fern Creek Road, Bardstown Road and Ferndale Road. This area houses the Fern Creek Fire Depart-

ment, Community Center, Post Office and a few commercial establishments, and is adjacent to the Fern Creek High School. Because Fern Creek's overall land area and population have continued to grow, and the triangle of land containing several key community service facilities is relatively small, there is a need for a larger town center.

**Recommendation:**  
The Town Center Form District [should] be expanded to the north to include the original town center .

*Cornerstone 2020* depicts a Town Center Form District just north of the Gene Snyder Freeway on the east and west sides of Bardstown Road (see Figure 10). The *Fern Creek Small Area Plan* recommends that the proposed *Cornerstone 2020* Town Center Form District be expanded to the north to include the triangle-shaped area of the original town center, described above (see Figure 11). This expanded Town Center Form District area would include the land east of Fern Creek Road beyond the first tier of lots, and the strip of commercial land along the east-side of Bardstown Road. An expanded Town Center Form Area/District would complement the surrounding land uses, including major commercial development and several relatively large multi-family developments to the south, and the established single-family residential neighborhoods to the west. In recommending this form area expansion, it is recognized that the structures within the expanded Town Center Form Area more closely resemble that of a Regional Center Form Area. The intent of classifying this area as a town center is to ensure that the scale, design and streetscape of the area to resemble that of a suburban town center. Additionally, in the middle of this expanded Town Center Form Area/District there is a relatively large, vacant parcel of land that would be an ideal location for a community center complex and other public and service facilities.



**Figure 10 - *Cornerstone 2020* Town Center Suburban Marketplace Corridor Form Areas**      **Figure 11 - *Fern Creek Small Area Plan* Proposed Town Center Form Area/District**

**Community Center:** The public comments repeatedly cited a need for a variety of community-oriented facilities including a playground, a walking/jogging trail, swimming facilities, meeting rooms and classrooms, indoor basketball courts, and seniors and teens areas. Public input and an analysis of the existing facilities' ability to serve the area now and in the future have led to the recommendations that 1) a multi-use community center is needed, and that 2) the ideal location for the facility would be the section of the expanded town center that is bounded by

Fern Creek Road, Bardstown Road and Beulah Church Road.

As proposed, the centrally located and expanded town center area would be of sufficient size to permit the development of several public and service facilities, including a community center complex, Post Office, bus shelter, day care center, etc. (It should be noted that the Main Office of the Greater Louisville U.S. Postal Service has proposed constructing a new facility in Fern Creek.)

The town center would be attractive to a wide variety of users seeking to conveniently access one or more services. For example, in the morning parents could drop off their children at the day care, park the car and catch the bus to work, then return via bus in the evenings to pick up the children and, perhaps, enjoy a recreational activity before heading home. Also, being near the Fern Creek Traditional High School and Fern Creek Elementary School, the town center facilities (particularly the community center) would give youths a location for after school activities within walking distance of the schools.

***Recommendation:  
redevelopments  
in the town center  
should be compatible with both  
uses and design  
within the Town  
Center Form  
District***

Regarding the existing commercial and residential uses within the town center, the proposed community center should be designed in a way to be compatible with those establishments through the orientation and placement of the buildings and parking lots, landscape buffering and minimal light pollution. Furthermore, future developments or redevelopment in the town center should be compatible with uses and design, as identified as appropriate within the Town Center Form Area/District.

Local citizen effort and coordination with county government, including the Planning Commission and Parks Department, will be needed to obtain the land for the expansion of the existing town center and secure funding for the various facilities. Once the land has been acquired, a site-specific study should be prepared to determine what activities and facilities are appropriate and feasible for development on the site, where they should be placed, and in what order they should be developed. To create a mechanism necessary to implement the town center plan, it is recommended that a single-purpose, non-profit corporation be established to direct all facets of the development, including a major fund-raising campaign, the site-planning study, land acquisition, site development and, potentially, leasing of concessions' space. The corporation members would be composed of community leaders and citizen representatives, together with representatives of relevant government agencies, such as the Planning Commission and Parks Department. In response to the public support for this concept, a Conceptual Master Plan for the proposed community center was prepared and presented at three of the public meetings. The master plan is included in the appendix.

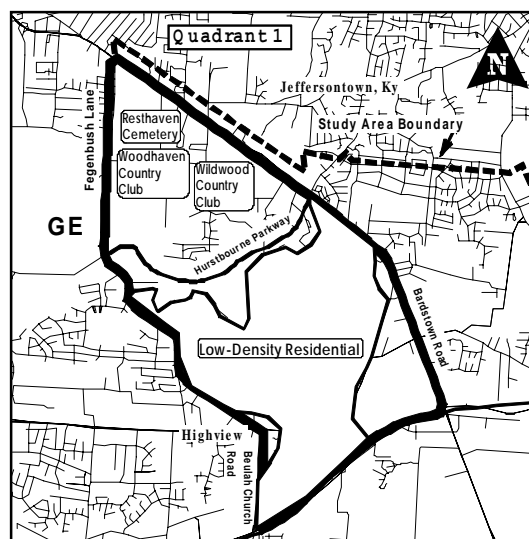
### **6.2.3 Other Quadrant I Areas**

South of Future Hurstbourne Parkway Corridor. For the remainder of Quadrant 1 (NW) that is south of the future Hurstbourne Parkway, the area should be developed in low-density residential uses. However, in those instances that it can be demon-

strated that a particular development proposed at a higher density will be compatible with adjacent, existing residential uses and not adversely affect or negatively impact the area's "small town character," then that particular development may be appropriate. An analysis of compatibility should consider, but not be limited to density, scale, traffic management, drainage and design. Each of the subdivision / development streets should be well signed and lighted, with low intensity lights that do not direct "light pollution" (*i.e.*, light trespass or glare) onto neighboring property or into the night sky. Commercial or other business uses should locate in the Highview/Fegenbush Town Center, or in appropriate locations along arterial streets.

Highview/Fegenbush Town Center. Proposed commercial and business uses serving the area south of the Hurstbourne corridor are encouraged to locate in the Highview/Fegenbush town center form area. Use of existing structures and reuse of vacant commercial structures is especially desirable. If new construction is necessary, it should locate on properties that are currently zoned for commercial uses.

North of Future Hurstbourne Parkway Corridor. The area north of the future Hurstbourne Parkway corridor is proposed for two types of development. The area located at the future Hurstbourne Parkway/Fegenbush Lane intersection, south of Woodhaven Place Subdivision, is designated as a *Suburban Workplace* Form Area and is proposed to be developed as an office park (see Section 6.2.1). The remaining area is developed with low-density residential uses and generally has a rural, open character that provides good community separation between Buechel to the north and Fern Creek. The Wildwood and Woodhaven Country Clubs, Resthaven Cemetery and Fern Creek are the primary land uses that contribute to this rural, open character. Maintaining this character as a mechanism of community separation and identity is a goal of the citizens and a recommendation of this plan.



**Figure 12: South and North of the Hurstbourne Parkway Corridor**

## 6.3 Existing Transportation System

### 6.3.1 Functional Classifications

Functional classification is the grouping of roads, streets, and highways into integrated systems, each ranked by its relative importance and the function it is intended to serve relative to mobility and land access. Functional classification also identifies the role each street or highway should play in channeling the flow of traffic in a logical and efficient manner. The four general classification categories are Interstates,



Arterials, Collectors, and Local Roads. At one extreme, an interstate's function is to move through-traffic at high speed over long distances, with no direct land access. Local roads move traffic at relatively low speeds and provide access to adjacent property; through traffic is discouraged.

*The Louisville Urbanized Area Thoroughfare Plan* and KYTC have identified functional classifications for the non-local roads in the road network in Jefferson County. The remaining roads are classified as local. The list below identifies the functional classifications for roads in Quadrant I.

Roadway	Functional Classification
Buelah Church Road (KY 864) from I-265 to Outer Loop (KY 1065) on to Bardstown Road (US 31E)	Major Arterial
Fegenbush Land (KY 864) from Outer Loop (KY 1065) north to Bardstown Road	Minor Arterial
Hurstbourne Parkway Extension (KY 1747)	Future Major Arterial
South Watterson Trail	Collector
Glaser Road	Collector
Ferndale Road	Collector

### 6.3.2 Average Daily Traffic

No traffic counts were taken as part of this planning study. Rather, average daily traffic (ADT) volumes were obtained from KIPDA. ADT data is used by local and state governments in many transportation analyses including those that determine functional classification, identify statistically high accident rates, determine levels of service, determine of number of lanes needed (*i.e.*, typical section), assign speed limits, prioritize road improvements and maintenance, and others. Therefore, this information was obtained and compiled in this report for use by different agencies in future analyses. Table 10, on the next page, gives ADT volumes for roads in Quadrant I, only.

**TABLE 10: Quadrant 1 (NW) Existing and Future ADT**

<b>Road</b>	<b>1999 ADT</b>	<b>2020 ADT</b>
Beulah Church Road from I-265 North to Fegenbush Lane	15,680	15,900
Beulah Church Road from Fegenbush Lane east to Bardstown Road	6,180	8,400
Fegenbush Lane from Beulah Church Road north to Cedar Creek neighborhood	11,900	15,300
Fegenbush Lane from Cedar Creek neighborhood north to Poplar Level Road	11,300	15,000
Fegenbush Lane from Poplar Level Road north to Bardstown Road	11,170	12,900
Glaser Lane	4,250	6,200
Ferndale Road	650	1,500
Gene Snyder Freeway from Beulah Church Road east to Bardstown Road	47,600	69,000

### **6.3.3 High Accident Locations**

KIPDA's Louisville Urbanized Area Thoroughfare Plan also analyzes accident data to identify high accident locations. On the next page are the intersections and roadway segments in Quadrant I with the highest accident rates. (See Section 5.3.3 for a description of methodology and interpretation of the rates.)

**TABLE 11: Quadrant 1 (NW) High Accident Locations**

<b>Intersections</b>	<b>1996 &amp; 1997 Average Accidents</b>	<b>1990 ADT</b>	<b>2020 ADT</b>	<b>1990 Rate per MEV</b>	<b>2020 Rate per MEV</b>
Fern Creek Road at Ferndale Road	5	4,017	5,123	3.4	2.7
South Watterson Trail at Stonebluff Court	5.5	5,255	11,419	2.9	1.3
Beulah Church Road at Fern Creek Road	8	8,011	14,045	2.7	1.6
South Watterson Trail at Ferndale Road	5	5,890	14,942	2.3	0.9
<b>Roadway Segments</b>	<b>1997 Total Accidents</b>	<b>1990 ADT</b>	<b>2020 ADT</b>	<b>1990 Rate per MEV</b>	<b>2020 Rate per HMVM</b>
Ferndale Road - South Watterson Trail east to Bardstown Road	22	328	1,426	131.3	30.2
Fern Creek Road - Beulah Church Road to Lovers Lane	29	2,289	2,665	18.3	15.7
Glaser Lane - Fegenbush Lane east to Beulah Church Road	10	3,491	6,035	5.2	3
South Watterson Trail - Outer Loop north to Bardstown Road	30	6,119	10,399	4.2	2.5
Fegenbush Lane - Poplar Level Road north to Bardstown Road	27	13,847	10,016	3	4.1

Source: *Thoroughfare Plan*, 1999.

### **6.3.4 Transit Service**

Transit Authority of River City (TARC) service through Quadrant I includes the following routes:

Routes 60 and 43 enter the study area at Fegenbush Lane and Poplar Level Road and travel south along Fegenbush Lane to Beulah Church Road, then east along Beulah Church Road to Fern Creek Road, then north on Fern Creek Road to both Ferndale Road and Bardstown Road.

Route 80 travels along Hurstbourne Parkway south of Bardstown Road into the multi-family areas behind Piccadilly Plaza.

Except for Route 17, Bardstown Road, described in Section 5, herein, no other routes serve Quadrant I.

## 6.4 Transportation Recommendations

The transportation projects are described and illustrated on Map 5: *Preferred Land Use Scenario and Transportation Projects*, located in the appendix.

### 6.4.1 Bikeways and Greenways

There are several proposed bikeways and greenways to be located within the Fern Creek study area. These bikeways were established by the Jefferson County 1994 *Bicycle and Pedestrian Circulation Plan* and the 1998 KIPDA *Bikeway Plan*, both of which were completed for the Louisville/ Jefferson County *Cornerstone 2020* study. These bikeways have been designated as official shared access roads. Eventually permanent bikeways will be constructed along these corridors.

In Quadrant I, there is one proposed bikeway designated by Jefferson County and KIPDA – the proposed Hurstbourne Parkway extension. A six-foot-wide bike lane is proposed to be included when the road is constructed.

It is recommended, in *The Fern Creek Small Area Plan*, that one greenway be dedicated in the quadrant. This greenway would follow a tributary of Fern Creek from the proposed town center northwest to the Hurstbourne Parkway extension. This location would provide a non-motorized connection between the heart of Fern Creek and the proposed bikeway network. This greenway should contain a six- to eight-foot-wide bikeway that would be open to the public.

### 6.4.2 Hurstbourne Parkway

The extension of Hurstbourne Parkway is a programmed (i.e., already funded) road project for which construction is expected to begin in 2001 and be completed in 2002. At present the roadway has been designed and the KyTC is purchasing the right-of-way on which the facility will be constructed. Next, the KyTC will coordinate with the local utility companies for the installation of water, sewer and electrical utilities along the corridor. Once completed the road will be a four-lane, divided facility with a landscaped median and strategically placed access points.

### 6.4.3 Fegenbush Lane

The widening and realignment of Fegenbush Lane from Beulah Church Road north to Poplar Level Road, where Hurstbourne Parkway will intersect, is included in the KIPDA's *Louisville Urbanized Area Thoroughfare Plan*. It is recommended that Fegenbush Lane be widened from two to three lanes and be included as a long-term priority project (with project initiation after ten years). The plan states that the road "needs some alignment improvements, intersection improvements and upgrading to serve as a minor arterial," and estimates that the total cost would be approximately \$15 million.

*The Fern Creek Small Area Plan* recommends that this project be moved up in

priority to short-term project status, with project initiation within the next five years<sup>2</sup>. The plan also recommends that KIPDA reforecast future traffic volumes based on the proposed office park and recreational facility to see whether a four-lane rather than a three-lane facility is needed. One reason for increasing the priority of the project is to facilitate the flow of traffic to and from General Electric Appliance Park. It is believed that improved access would aid in local efforts to secure the future of this major employment center – a future that has been uncertain in the recent past. Another reason for placing a higher priority on the project is the fact that the section of Fegenbush Lane between Beulah Church Road and Poplar Level Road is substandard, owing to numerous curves and access points, and this condition has contributed to a high number of accidents.

#### **6.4.4 Beulah Church Road**

The widening and realignment of Beulah Church Road from Fegenbush Lane east to Bardstown Road, is included in the *Thoroughfare Plan*. In that plan, it is recommended that the road be widened from two to three lanes and be included as a medium-term priority project (with project initiation in five to ten years). The *Thoroughfare Plan* states that the road “threads through dense residential developments and has poor geometrics and no shoulders,” and estimates that the total cost of the project would be approximately \$8 million.

Several citizens recommended that Beulah Church Road from the Gene Snyder Freeway north to Fegenbush Lane be widened from three lanes to four lanes. If Fegenbush Lane is widened to four lanes, this section of Beulah Church Road should also be improved to a four-lane facility to provide a four-lane facility to the Gene Snyder Freeway.

#### **6.4.5 Fern Creek Road**

Several citizens requested that Fern Creek Road from Beulah Church Road north to Bardstown Road be improved. The rationale for this request revolves around the poor level of service and safety of ingress and egress to Fern Creek Traditional High School. It was noted that many parents stop on the roadway to drop off their children for school. Further, the development of an expanded town center would likely necessitate improvements to this roadway.

#### **6.4.6 Gene Snyder Freeway (I-265)**

The widening of the Gene Snyder Freeway from I-65 to Bardstown Road to three lanes in each direction is included in the *Louisville Urbanized Area Thoroughfare Plan* as medium-term project (with project initiation in five to ten years). The *Thoroughfare Plan* states this project is warranted based on the projected future traffic volumes and estimates that the total cost of the project would be approximately \$20 million.

<sup>2</sup> It should be noted that another project in the study area (Beulah Church Road/Cooper Chapel Road/Cedar Creek Road) is recommended to be changed from short-term status to long-term status. In essence, the status of these two projects should be switched.

#### **6.4.7 South Watterson Trail**

Public comments have requested that South Watterson Trail, from the future intersection with Hurstbourne Parkway north along the tributary to Fern Creek, be assessed for dedication as a scenic route. The Planning Commission is currently developing a local scenic route designation program, and it is recommended that South Watterson Trail be considered for inclusion on the local listing of scenic roads once the program is inaugurated. Such a designation would be in concert with the goal of community separation between neighboring Buechel, and enhance the gateway concept of the suburban town used as a transition into the community of Fern Creek.

### **6.5 SANITARY SEWER FACILITIES**

MSD sanitary sewers currently serve a majority of the areas in Quadrant I; however, several areas are not served. MSD plans or has underway the following projects that will provide sanitary sewer service to more than 700 properties in Quadrant I:

- Eastland/Wildwood and Waterfern/Fern Creek Interceptors
- Fernbrook Subdivision Interceptor, which will also eliminate MSD's Fernbrook Wastewater Treatment Plant (WTP)
- Fern Crest Road, Hollow Creek, Beulah Church Road, Fegenbush Lane, Garydon Drive, Fegenbush/Beulah Church Road, and Fern Creek Road Assessment Projects. The Fern Creek Road project will also address drainage problems along Ferndale Road and improve the roadside shoulders
- Birchwood WTP Elimination Project
- Hurstbourne Parkway Sewer Extension
- Fern Creek/Nottingham Interceptor, which will provide sewers to portions of both Quadrants I and II, and eliminate MSD's Nottingham Hills WTP and the privately owned Hill Ridge, Wildwood Country Club and Watterson Woods WTPs
- Little Cedar Creek Interceptor, which will provide sanitary sewers to portions of both Quadrants I and III, and eliminate MSD's Farmgate, Gainsborough, Zelma Fields, and Beulah Land WTPs

### **6.6 STORMWATER MANAGEMENT**

Owing to the flat terrain and highly developed areas, many residents have noted problems with stormwater runoff. During intense rains several local streets have been known to flood. MSD, which has jurisdiction over these problems, in an effort to mitigate flooding has constructed seven stormwater retention basins and has plans to construct one along Fern Creek, just east of Fegenbush Lane.



# 7 QUADRANT II:

## Northeastern

## Quadrant

The primary future land use issues addressed in this area are:

- Billtown Road Interchange
- Existing Open Space and Future Residential Use

Transportation projects addressed in this area are:

- Bikeways/Greenways
- Billtown Road
- Fairground Road
- New Route Study from Seatonville Road to Shelbyville Road

### 7.1 Existing Land Use

Much like Quadrant I, the land use in this portion of the study area is occupied by subdivided, suburban, single-family residential neighborhoods. Excluding the Bardstown Road corridor, multi-family and commercial areas exist in only a few isolated locations, mainly along Billtown Road. To the north of this quadrant is the fourth-class city of Jeffersontown. The area along Billtown Road contains low-density, single family residential uses, a portion of Vettiner Park, and some vacant land. The general land use patterns are illustrated in Map 2: *Existing Land Use (1999)*, and the general zoning is reflected in Map 3: *Existing Zoning*. Both are located in the appendix along with Map 1: *Existing Facilities, Historic Places and Subdivisions*, which is the information given in the following paragraphs.

**Subdivisions:** There are twenty-one recorded residential subdivisions in this quadrant:

Hurstbrook	Fern Hills Subdivision
Governors Square	Idlewood Subdivision
Old Fairgrounds Woods	Vettiner Park Estates
Old Riley Place	Rileywood Estates
Brandywyne Subdivision	Windwood, Highland (Fern Creek)
Fernwood Subdivision	Villages at New Bridge
Country Air Estates	Seaton Place
La Esperanza Subdivision	Casa Landa
Cedar Lake Park Subdivision	Brighton Springs Subdivision
Monty-Villa	Seaton Springs
Shibley Subdivision	



**Historic Properties:** There are eight historic properties located in Quadrant II. These historic properties include: McMillan School, Hillcrest, the Jordan House, the Gray House, the Miller House, the Farmington House, Morrison School, and the Skaggs House.

**Institutional:** The only school located in the quadrant is Wheeler Elementary. The only park in the area is Vettiner Park, most of which is located to the east of the Fern Creek study area.

**Topography:** The topography of the quadrant is, like that for Quadrant I, relatively flat. Two named streams traverse the area, the headwaters of Cedar Creek, which runs south through the middle of the quadrant, and a tributary of Cedar Creek, which runs west generally parallel to the Gene Snyder Freeway. Other tributaries to these two named streams also traverse the area.

**Demographics:** Existing and projected population data for the quadrant are as follows:

	<u>1990</u>	<u>2020</u>	<u>% Change</u>
Population	6,472	8,918	38%
Housing	2,219	3,418	54%
Employment	534	698	31%

## 7.2 Land Use Recommendations

Land use recommendations for various sections of Quadrant II are described below and illustrated on various maps within the text and on Map 5: *Preferred Land Use Scenario and Transportation Projects*, located in the appendix.

### 7.2.1 Billtown Road/Gene Snyder Freeway (I-265) Interchange Area

At present the land surrounding the Billtown Road interchange is generally undeveloped and is located within the Neighborhood Form Area. However, several proposed and existing land uses in the area will place development pressure on the land. One notable future change is the relocation of Evangel Church, which has proposed to build a sanctuary, school, recreational facilities, multi-family housing, and amenities on 154 acres in the southwest quadrant of the interchange. Another change is a recently approved, approximately 70-acre residential subdivision located along the north side of Billtown Road, north of the interchange. Farther north, there are many existing residential subdivisions, and others are expected to be proposed. Consequently, these land use patterns will create development pressure for intense land uses in the vicinity of the interchange.

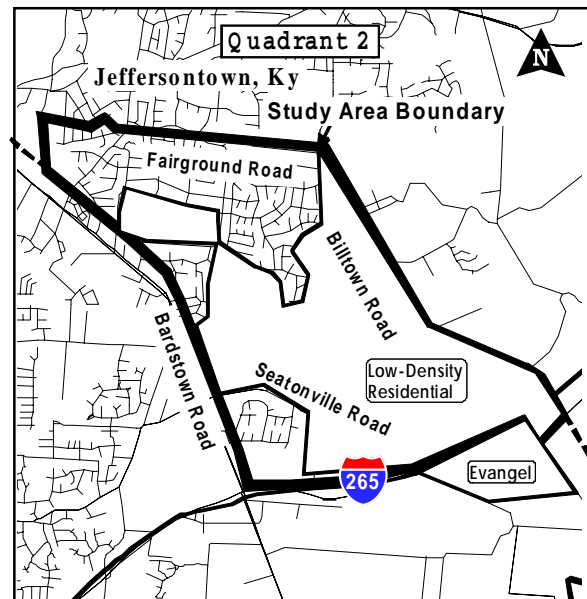
***Recommendation:***  
residential  
development be the  
only type per-  
mitted in the area  
around the  
Billtown Road/I-  
265 Interchange.

The future of this area was discussed at public meetings by presenting a variety of scenarios to solicit public response. At one end of the spectrum was a scenario that would encourage commercial development in the three remaining quadrants of the interchange (excluding Evangel) while, at the other end of the spectrum, was a scenario that would encourage residential-only development in those quadrants. Other scenarios provided a mix of these two scenarios. Proponents of an

all-residential scenario felt that approving even one exception to the scenario would set a precedent that would permit other commercial development in the future. Proponents stated that the market for commercial areas could be met in the vicinity of the town center, along nearby Bardstown Road. As a result of further discussion, and an analysis of public responses, it is recommended that residential development be the only type of development permitted in the area around the Billtown Road/ Gene Snyder Freeway Interchange.

## 7.2.2 Proposed Open Space and Future Residential

There are a number of vacant, wooded lots throughout this quadrant, the majority of which are located between Seatonville Road, Billtown Road and Lovers Lane. These vacant lots are currently zoned R-4, residential. Many residents along these roads, especially Seatonville Road, have stated that they would like to see these lots remain vacant and wooded, owing to the problems caused by stormwater runoff in many of the fully built-out subdivisions. Consequently, it is recommended that, if these areas are to be developed, innovative, land conservation-oriented site planning should be employed to preserve as much wooded land as possible, and should include adequate on-site



**Figure 13: Recommended Land Use for Quadrant II**

**Recommendation:**  
innovative,  
conservation-  
oriented site  
planning should be  
employed to  
preserve as much  
wooded land as  
possible

stormwater management sys-

tems to prevent flooding both on-site and downstream. Such innovative design could include cluster development, which groups or “clusters” the housing units closely together and leaves the remainder of the development site in a natural state. Further, new subdivisions should be compatible with the surrounding residential subdivisions in terms of traffic management, buffering, drainage, and design. Each of the subdivision streets should be well signed and lighted. Streetlights should be of the low-intensity variety that do not cause light pollution (*i.e.*, light trespass or glare) to be directed onto neighboring property or the night sky.

No commercial or more intense land uses are recommended in this area. The idea of recommending neighborhood-size commercial developments along Billtown Road north of Shaffer Lane was discussed, but dismissed as being an inappropriate land use owing to the proximity of the town center. It was agreed that commercial activity along Bardstown Road and in nearby Jeffersontown met the existing and future residents’ needs.

## 7.3 Existing Transportation System

### 7.3.1 Functional Classifications

Both Jefferson County, in the *Thoroughfare Plan*, and the KyTC have identified functional classifications for the non-local roads in the road network. The following table identifies the functional classifications for such roads in Quadrant II only.

Roadway	Functional Classification
Billtown Road	Minor Arterial
Hurstbourne parkway (Existing)	Minor Arterial
Stony Brook Drive	Collector
Fairground Road	Collector
Fern Creek Road	Collector
Lovers Lane	Collector
Seatonville Road	Collector

### 7.3.2 Average Daily Traffic

Average daily traffic (ADT) volumes were obtained from the KIPDA, and are included in the table below for roads in Quadrant 2 (NE), only.

**TABLE 12: Quadrant 2 (NE) Existing and Future ADT**

Road	1999 ADT	2020 ADT
Seatonville Road from Bardstown Road east to Lovers Lane	7,320	8,400
Lovers Lane from Seatonville Road north to Billtown Road	1,840	2,550
Fern Creek Road from Bardstown Road east to Lovers Lane	2,400	2,800
Fairground Road from Bardstown Road to Jeffersontown City Limits	13,200	N/A
Billtown Road from I-265 north to Shaffer Lane	9,700	18,900
Billtown Road from Shaffer Lane to Lovers Lane	N/A	17,500
Billtown Road from Lovers Lane north to Fairground Road	12,600	16,000
I-265 from Bardstown Road east to Billtown Road	47,400	71,500

### 7.3.3 Accident Locations

KIPDA's Louisville Urbanized Area Thoroughfare Plan also analyzed accident data to identify high accident locations. Below are the intersections and roadway segments in Quadrant II with the highest accident rates. (See Section 5.3.3 for a description of the methodology and interpretation of the rates.)

**TABLE 13: QuadrantII High Accident Locations**

Intersection	1996 & 1997 Average Accidents	1990 ADT	2020 ADT	1990 Rate per MEV	2020 Rate per MEV
Fairground Road at Plumwood Lane	7	4,499	6,019	4.3	3.2
Roadway Segments	1997 Total Accidents	1990 ADT	2020 ADT	1990 Rate per HMVM	2020 Rate per HMVM
Fairground Road - from Bardstown Road to Billtown Road	24	3,947	4,985	8.8	6.9
Seatonville Road - from Lovers Lane to Billtown Road	11	1,089	3,847	2.6	0.7

### 7.3.4 Transit Service

Transit Authority of River City (TARC) services through Quadrant 2 (NE) include the following routes:

Route 17 (Bardstown Road) enters Quadrant 2 (NE) from Stony Brook Drive. The route travels south to Bardstown Road, south of this quadrant.

Routes 40 and 23 (Jeffersontown Express and Broadway Local Route) enter the quadrant from the north on Billtown Road. These routes turn around on Fairground Road and Michael Edward Drive and continue north on Billtown Road.

### 7.3.5 Bikeways and Greenways

In the *Jefferson County 1994 Transportation Plan* and the 1998 KIPDA *Bikeway Plan*, one proposed bikeway is located in this quadrant – along Billtown Road, which is designated as a shared access road. No public access greenways are proposed in this corridor in this *Small Area Plan*.

## 7.4 Transportation Recommendations

With one exception, each of the proposed transportation projects identified for this quadrant is proposed in the county's *Thoroughfare Plan*. The sole exception is the *Small Area Plan*'s recommendation that traffic-calming measures be considered for several subdivision streets (Section 7.4.5). The transportation projects area described and illustrated on Map 5: *Pre-*

*ferred Land Use Scenario and Transportation Projects, located in the appendix.*

#### **7.4.1 Billtown Road**

The widening of Billtown Road from the Gene Snyder Freeway north to Watterson Trail, located north of Fern Creek in the city of Jeffersontown, is proposed. It is recommended that the road be widened from two to three lanes and that, for purposes of implementation, construction be split into two phases – one north and the other south of Easum Road. The northern section is recommended to be a medium-term project (with project initiation in 5 to 10 years) and the southern half is recommended to be a long-term project (with project initiation in 10 to 15 years). The *Thoroughfare Plan* states that the road “is a heavily traveled two- (2) lane roadway (10,000+ ADT, South of Watterson Trail) that has an interchange with I-265. Projected traffic will approach the capacity of the exiting system in the design year 2020 on some roadway segments,” and the total cost is estimated to be approximately \$18 million.

#### **7.4.2 Fairground Road**

The widening and realignment of Fairground Road from Bardstown Road east to Billtown Road is included in the KIPDA’s plan, which states:

Fairground Road is a collector serving a residentially developed area. Although the length of Fairground Road is only two miles, it has a significant number of local street intersections. Three of these have abnormally high volumes of traffic and serve as through routes. Fairground Road is in the top twenty of the highest thoroughfare accident rate of Jefferson County routes. The intersection at Plumwood Road is rated as one of the top five highest accident locations in Jefferson County. With a projected ADT of approximately 12,000 in 2020, safety concerns will be exacerbated.

The project consists of an upgrade to the two-lane collector with turning lanes at Billtown Road and Bardstown Road. Radius improvements should be considered at the three 90-degree curves. The intersections of Villafair Road, Hudson Street, and Michael Edward Avenue should be evaluated for turning lanes. Short-term improvements would involve striping the 90-degree curves.

The plan includes the recommendation that it be included as a long-term priority project (with project initiation in 10 to 15 years), and estimates that the total cost would be approximately \$6 million.

#### **7.4.3 New Route from Seatonville Road North to Shelbyville Road**

The County has recommended studying the advisability and feasibility of constructing a new roadway beginning at an intersection with Seatonville Road, north of the Gene Snyder Freeway, and traversing on new alignment north past I-64 to Shelbyville Road, parallel to the freeway. The purpose of this route would be to provide an alternative north-south route to the Gene Snyder Freeway for local traffic.

#### **7.4.4 Gene Snyder Freeway (I-265)**

The widening of the Gene Snyder Freeway from Bardstown Road north to I-71 three lanes in each direction is proposed as long-term project (with project initiation in 10 to 15 years). This project is warranted based on the projected future traffic volumes and is estimated to cost \$100 million.

#### **7.4.5 Traffic Calming**

Citizens' comments have indicated that cut-through traffic along subdivision streets is a concern. Traffic-calming methods have been successfully used to reduce such traffic, and it is recommended that these methods be considered for use in neighborhoods (such as Brandywyne Subdivision) where such problems have been identified. Traffic calming devices can take many shapes, sizes and costs. The devices include such easy-to-install and inexpensive measures as maximum speed limit signs or turn prohibitions. Examples of more expensive traffic calming measures include chokers, chicanes, partial diverters, and street closure. The traffic calming techniques listed here have been tried on residential streets around the country, and some are in use in Jefferson County. As is the case with any public works project, the public must be informed and supportive if traffic-calming measures are to be successful.

### **7.5 Sanitary Sewer Facilities**

MSD has planned or underway the following projects that will provide sanitary sewer service to almost 200 properties in Quadrant II:

- Chenoweth Run, Eldorado Avenue and Shaffer Lane Assessment Projects
- Fern Hill Subdivision Interceptor, which will also eliminate MSD's Fern Hill WTP
- Hudson Lane project, which consists of construction of interceptor sewers, a 5.62 million gallons per day pump station, and a force main in the South Chenoweth Run and Cedar Creek basins, and which will eliminate from service MSD's Saratoga Woods Pump Station and Chenoweth Hills WTP. The project will also serve a portion of Quadrant IV, and will result in an overall improvement in the quality of streams and groundwater in the area.

### **7.6 Stormwater Management**

It has been reported that flash flooding often occurs along both Cedar Creek and tributaries to Cedar Creek. MSD is planning to construct two retention basins to hold runoff and prevent residential flooding in this quadrant. One possible location for such a facility is in the southeast corner of the Seatonville Road/Bardstown Road intersection. If development occurs at this location, it is recommended that a stormwater retention basin be included in the master plan as both a stormwater management mechanism and a visual amenity of that portion of the town center.



# 8 QUADRANT III:

## Southwestern Quadrant

The primary future land use issues addressed in this area are:

- Preservation of Rural Residential and Agricultural Land
- The Beulah Church Road/Gene Snyder Freeway Interchange Area

Transportation projects addressed in this area are:

- Bikeways
- Widening of (from south to north) Cedar Creek, Cooper Chapel and Beulah Church Roads
- A New Northern East-West Corridor
- A New Southern East-West Right-of-Way Preservation Corridor
- A New North-South Right-of-Way Preservation Corridor
- Various Curve and Bridge Replacement Projects

### 8.1 Existing Land Use

Unlike Quadrants I and II, the study area south of the Gene Snyder Freeway is not intensely developed. The predominant land uses that occur are agricultural, single-family rural-residential and single-family residential neighborhoods. Multi-family areas exist in a few isolated locations along Bardstown Road and in the southwest quadrant of the Beulah Church/Gene Snyder Freeway interchange. To the west of Quadrant III, there are rural and recreational uses, including McNeely Lake Park.

Located between rural-residential and agricultural land at various locations throughout this quadrant are residential subdivisions. These subdivisions, which are permitted at a density of approximately 4.8 dwelling units per acre under the current zoning, are relatively new or are currently under construction. Such land use is changing the overall character of the area and has raised numerous concerns among area residents. The general land use patterns are shown in Map 2: *Existing (1999) Land Use*, and the general zoning is illustrated in Map 3: *Existing Zoning*, located in the appendix. The information in the following three paragraphs is mapped in Map 1: *Existing Facilities, Historic Places and Subdivisions*, located in appendix.

**Subdivisions:** There are eight recorded residential subdivisions in this quadrant:

Beulah Church Road Development  
Carey Subdivision  
Bardstown Woods  
Cambridge Commons Garden Homes

Adams Run  
Saddle Pointe Estates  
Heritage Creek East  
Glenmary West Patio Homes



**Historic Properties:** According to the Jefferson County Office of Public History, there are seven historic properties located in Quadrant III. These historic properties include: the Fowler Log House, the McCullouth-Snapp House site, Hall Place, Carwardon Place, the Farmer House, the Carroll Smith House, Twin Cedars Restaurant, and the Triaero.

Although it is not listed on the National Register, the Triaero is a unique house. The house is in the shape of a triangle and constructed of mostly aluminum and glass. Bruce Goff, a student of nationally renowned architect Frank Lloyd Wright, designed the house, which was constructed in the mid-1940s and is considered one of the first “new wave” houses in Jefferson County.

**Institutional:** The only educational facility in the area is the Louisville Bible College located in the southeast quadrant of the Beulah Church interchange with Gene Snyder Freeway. The only public service facility located in the quadrant is the Fern Creek Fire Department Station 3 located along Route Road, just north of Mt. Washington Road. The former quarry, located in the north central portion of the study area, is privately owned. It is currently being used as a fish farm in conjunction with Northern Kentucky University and as a scuba diving rescue-training site by the Jefferson County Police Department.

**Topography:** The topography of the quadrant is relatively flat with intermittent rolling hills separating tributaries to Cedar Creek, a blue-line stream and tributary to Floyds Fork that runs south across the quadrant.

**Demographics:** Existing and projected population data for the quadrant are as follows:

	<u>1990</u>	<u>2020</u>	<u>% Change</u>
Population	3,865	8,713	125%
Housing	1,431	3,599	152%
Employment	123	159	29%

## **8.2 Land Use Recommendations**

Land use recommendations for various sections of Quadrant III are described below and illustrated on various maps within the text and in Map 5: *Preferred Land Use Scenario and Transportation Projects*, located in the appendix.

### **8.2.1 Beulah Church Road Interchange Area**

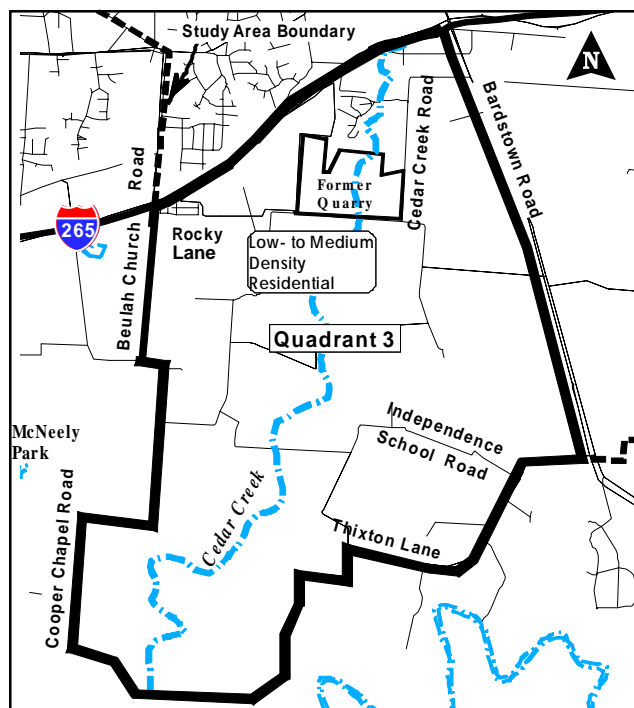
Earlier in the planning process an office park, medium-density residential, and active recreational land uses were proposed for the vacant land located in the southeast quadrant of the Gene Snyder Freeway and Beulah Church Road interchange. However, based on citizen input and the emphasis on establishing Fern Creek as a suburban town, such land uses should be located near existing workplaces, such as the General Electric Appliance Park or in the central business district of Louisville – outside of the suburb. Further, a park was determined not necessary due to the proximity of McNeely Lake and park. Therefore, only medium to low-density resi-

dential land uses are recommended for the vacant land in this area. Medium-density land uses are appropriate and compatible because of the existing multi-family land uses in the southwest portion of the interchange and the nearby trailer park.

The *Thoroughfare Plan* proposes a new road south of the existing Rocky Lane, from Beulah Church Road east to Cedar Creek Road. Access to both the existing and future developments in this area

should be via this new road. This access route would also be in concert with the recommendations prescribed in the *Snyder Sub-Area Plan*, which recommends relocating the Rocky Lane intersection with Beulah Church Road to at least 800 feet south of the ramp to the Gene Snyder Freeway.

**Recommendation:**  
only medium-  
to low-density  
residential land  
uses are  
recommended for  
the vacant land in  
this area.



**Figure 14: Recommended Land Use for Southwest Quadrant of Interchange**

## 8.2.2 Existing Rural, Agricultural Land

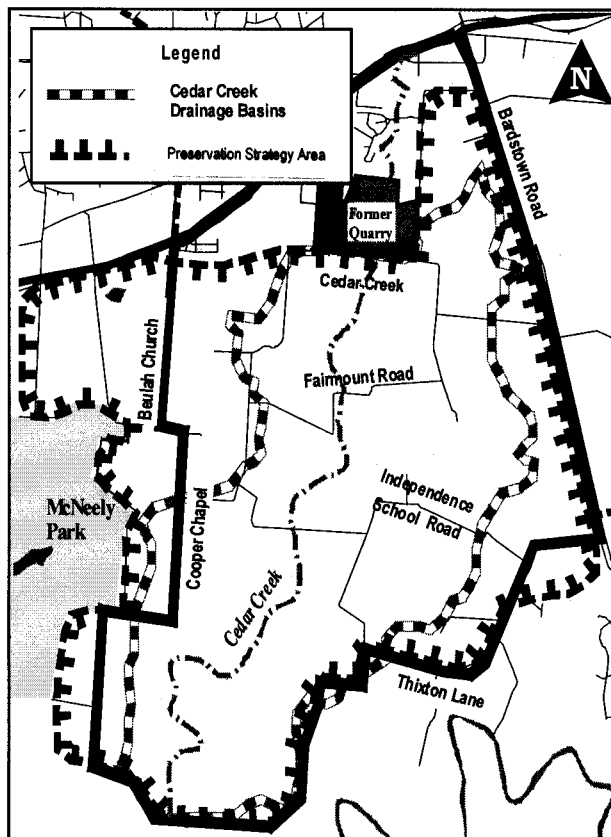
Preservation of the rural, agricultural landscape that characterizes the majority of this area is a top concern of the residents of Quadrant III. In fact, many public comments have recommended land uses no more intense than one house per five acres (*i.e.*, R-R “rural residential” zoning). However, nearly all the land is currently zoned R-4, which permits 4.8 detached houses per acre. Seeking to prevent this type of development, many citizens signed and presented a petition to have the area downzoned. Their action presents the community with several options, which range from permitting the development of numerous of R-4-style residential neighborhoods, to undertaking an area-wide rezoning to R-R.

If the area’s rural character is to be maintained, there are many interrelated variables and issues that will have to be addressed, including 1) identifying the geographic areas that should be preserved versus those appropriate for development, 2) determining the appropriate intensity of development and associated zoning designation, or mix of zoning designations, that should be used in the quadrant, 3) identifying other options to downzoning, such as the dedication of a conservation easement or easements to a land trust or creating design measures to preserve the area’s rural character, and creating a development review overlay district to achieve the residents’ goals of environmental protection and rural character preservation, 4) determining what transportation improvements would be needed in the quadrant, and 5) assessing the potential impacts to surrounding areas. These issues are briefly dis-

**Recommendation:**  
 "... a separate, local planning study, ... be undertaken to address the multiple issues related to preserving the area's rural character.

cussed in the sections below.

Because of the various issues, and the potential impacts on numerous landowners, these five issues should be studied in more detail. Therefore, it is the recommendation of the *Fern Creek Small Area Plan* that a separate, local planning study involving all the landowners in the area be undertaken to address the multiple issues related to preserving the area's rural character, with the goal of reaching consensus regarding the preferred course of action.



**Figure 15: Cedar Creek Drainage Basins and Area Recommended for Rezoning Study**

provides sound rationale for an area to be considered for preservation measures. It should be noted that the character of the area between Cedar Creek Road and McNeely Lake Park – outside the boundary of the *Fern Creek Small Area Plan* – is similar in nature and character to the land in question within the *Fern Creek plan's* boundary. Therefore, when the preservation study area boundaries are delineated, the areas selected for study should not be limited to the geographic scope of the *Fern Creek Small Area Plan*. The area recommended for detailed study is delineated on Figure 15.

### 8.2.2.2 Future Zoning Designations

If it is determined that downzoning is the preferred mechanism to achieve environmental protection and character preservation, there are several zoning designations

### 8.2.2.1 Location of Preservation Areas and Development Areas

The objective of the detailed planning study is to protect both the sensitive environmental features and the agricultural, rural character of the area. The primary noteworthy natural resource in the quadrant is Cedar Creek. A detailed analysis of the existing conditions in the area reveals that much of the land that exemplifies the character to be protected is located in the Cedar Creek watershed. The entire Cedar Creek drainage area is divided into mini-basins. Four mini-basins of the Cedar Creek watershed occupy some portion of Quadrant III. Two of these four mini-basins are located almost entirely between Bardstown Road and Beulah Church Road and occupy approximately the southern two thirds of the land in Quadrant III. Protection (for the sake of water quality, wildlife habitat and aesthetics) of these two mini-basins of the Cedar Creek watershed

already established by the Louisville and Jefferson County Planning Commission that could be considered for the area. These zones are itemized in the following table. It should be noted that the County has not established agricultural or open space zones; however, if such zoning were established they could prove a useful tool in meeting this preservation objective.

<b>Zoning District</b>	<b>Maximum Dwelling Units/Acre</b>	<b>Minimum Lot Size</b>
<b>Existing</b>		
R-4 (existing zoning)	4.84	9,000 square feet (0.21 acre)
<b>Possible Alternatives</b>		
Rural Residential (R-R)	0.2	217,800 square feet (5.0 acres)
Residential Estate	1.08	40,000 square feet (0.92 acres)
R-1	1.08	40,000 square feet (0.92 acre)
R-2	2.17	20,000 square feet (0.46 acre)
R-3	3.63	12,000 square feet (0.28 acre)

#### **8.2.2.3 Jefferson County Environmental Trust**

In 1998, Jefferson County established the Environmental Trust as a tool for land-owners to use for the preservation of their land. The program is available to those who wish to surrender some or all of the development rights of their land by means of a conservation easement. As a result, the landowner continues to own the land, but dedication of the development rights will determine the future use of the land. The Jefferson County Environmental Trust Oversight Board includes five appointed citizens and representatives from the following agencies manages the trust: the Planning Commission, MSD, Parks Department, and the Department of Facilities Management. Conservation easements on parcels greater than 25 acres in size are encouraged, but all potential donations are considered on a case-by-case basis. As an incentive to encourage dedication, the Internal Revenue Service has established possible tax credits for such dedications.

#### **8.2.2.4 Transportation Demand**

If the area is downzoned, or a notable amount of land is dedicated to the Environmental Trust, then it is likely only “spot improvements” to the road network will be needed. The County has already identified these needed spot improvement projects in the *Thoroughfare Plan*. These projects, which involve improving road geometrics that are notably substandard and constitute safety concerns, include:

##### Bridge Replacements

- Fairmount Road over Cedar Creek (short-term project)
- Independence School Road over Cedar Creek (already funded and under study)

### Curve Revisions

- Cedar Creek Road, west of Bardstown Road
- Cedar Creek Road, west of Johnson School Road
- Cedar Creek Road, north of Mayro Drive
- Cedar Creek Road, south of Independence School Road
- Independence School Road, east of Cedar Creek Road
- Cedar Creek Road, south of Cooper Chapel Road, at two locations

If much of the area is to be developed as it is currently zoned (R-4), then notable improvements to the area's road network – including the construction of two new roads – will be needed. Issues surrounding these roads are described in detail in sections 8.4.4 through 8.4.6.

#### **8.2.2.5 Impacts on Surrounding Areas**

In general, protecting portions of the Cedar Creek watershed from future residential development will create a demand for housing elsewhere in the study area – most likely in the areas north, east and west of the drainage basin. To accommodate the anticipated growth in this quadrant<sup>3</sup>, it is recommended that low- to medium-density residential land uses be permitted in the southeast quadrant of the Beulah Church Road/Gene Snyder Freeway interchange, as described in Section 8.2.1, above.

## **8.3 Existing Transportation System**

### **8.3.1 Functional Classifications**

Both Jefferson County, in the *Thoroughfare Plan*, and the KyTC have identified functional classifications for the non-local roads in the road network. All other roads are classified as local. The following table identifies the functional classifications for roads in Quadrant 3.

Roadway	Functional Classification
Old Bardstown Road	Collector
Cooper Chapel Road/Cedar Creek Road/Beulah Church Road	Collector

<sup>3</sup> The population of Quadrant 3 (SW) is projected to increase from 3,865 in 1990 to 8,713 by the year 2020 (a 125 percent increase).

### 8.3.2 Average Daily Traffic

Average daily traffic (ADT) volumes were obtained from KIPDA and included in the table below for roads in Quadrant III, only. It should be noted that these projections have not taken into consideration any new roadways in the corridor.

**TABLE 14: Quadrant III Existing and Future ADT**

Road	1999 ADT	2020 ADT
Beulah Church Road from I-265 south to CooperChapel Road	4,840	15,700
Cooper Chapel Road from Beulah Church Road south to Cedar Creek Road	2,240	14,500
Cedar Creek Road from Cooper Chapel Road south to Thixton Lane	1,290	7,900
Thixton Lane from Cedar Creek Road east to Independence School Road	2,240	8,600
Thixton Lane from Oak Grove Road east to Independence School Road	650	8,600
Thixton Lane from Independence School Road east to Bardstown Road	1,330	9,500

### 8.3.3 Accident Locations

In the county's *Thoroughfare Plan* no intersections or roadway segments in Quadrant III were identified as being high accident locations. However, the scope of that study did not include an analysis of every roadway or intersection. Therefore, if an area is experiencing a notable number of accidents, a full analysis is recommended. Further, an accident analysis should be conducted before any of the road improvement projects recommended herein are implemented.

### 8.3.4 Transit Service

The only TARC services available to residents in Quadrant III are those routes that travel along Bardstown Road.

## 8.4 Transportation Recommendations

The transportation projects in this area are described and illustrated in Map 5: *Preferred Land Use Scenario and Transportation Projects* located in appendix.

### 8.4.1 Bikeways

There is one bikeway proposed in the *1994 Jefferson County Transportation Plan* and the *1998 KIPDA Bikeway Plan* for Quadrant III. Cedar Creek Road is designated as a shared access bikeway. The bikeway stretches from Bardstown Road west to Cooper Chapel Road. There are plans to construct a four-foot-wide bikeway along Cedar Creek Road to improve safety and increase use. It is the recommendation of the *Small Area Plan* that a bikeway be designated along the roads that comprise a loop: Cedar Creek Road (along the south side of the Quarry), Gentry Lane, Fairmount Road to Cedar Creek Road.

A greenway is recommended along Cedar Creek throughout Quadrant III in accordance with the *Louisville and Jefferson County Multi-Objective Stream Corridor / Greenway Plan*. Significant public comment has indicated that privacy and safety concerns outweigh the need for the greenway, but greenways are not required to have public access. (See page 40 of the *Louisville and Jefferson County Multi-Objective Stream Corridor / Greenway Plan* for greenway designation description.) Private land, with no public access, within greenway corridors provide such benefits as wildlife habitat, watershed management, water quality, and environmental protection.

### 8.4.2 Fairmount Road

The *Thoroughfare Plan* recommended improving Fairmount Road from Bardstown Road west to Gentry Lane. However, that project is not recommended in this planning study. Rather it is proposed that a new east-west route be constructed parallel to, and either north or south of, Fairmount Road (described in Section 8.4.4) only if substantial development is permitted in the area. It should be noted that a new road on new alignment would have less impact on the numerous residents along Fairmount Road and, potentially, cost less due to the lack of impact to existing utilities.

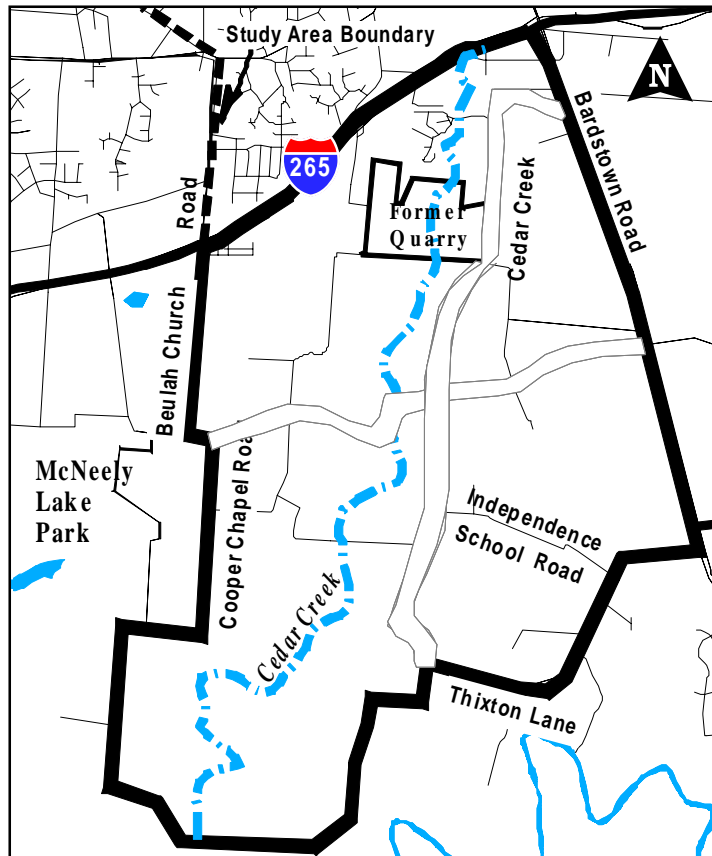
### 8.4.3 Beulah Church Road

The widening of Beulah Church Road, Cooper Chapel Road and Cedar Creek Road from the Gene Snyder Freeway south to Mount Washington Road is included in the *Thoroughfare Plan* as a short-term project (with project initiation within five years). Due to the construction of Heritage Creek Subdivision, traffic volumes are foreseen to increase to 10,000 ADT by 2020. The *Thoroughfare Plan* recommends that the road be widened from two to three lanes, to a Minor Arterial classification. It is also recommended that the intersection with Cooper Chapel Road be re-aligned. Because of the overall goal of preservation of this quadrant, the *Fern Creek Small Area Plan* recommends that the priority of this project be moved to long-term status (with project initiation after 10 years).

#### 8.4.4 Northern East-West Corridor (Cedar Creek Road Connector from Beulah Church Road to Bardstown Road)

The *Thoroughfare Plan* recommended that Cedar Creek Road, from west of the quarry and Johnson School Road, be connected to Beulah Church Road via a new route on new alignment. The plan recommends this project as a long-term priority and estimates it would cost approximately \$2 million.

This project is also endorsed by the *Fern Creek Small Area Plan* as a desirable project. Such a new road would provide access to a notable amount of vacant land that is recommended for medium and low-density residential use. Further, this planning study recommends extending Cedar Creek Road east on new alignment from its intersection with Gentry Lane to Bardstown Road. These two new routes would result in an east-west route across the quadrant that would greatly improve the area's transportation network, and would facilitate access to the areas outside of the two mini-basins that are proposed for preservation.



**Figure 16: Proposed Corridor for Right-of-Way Preservation**

#### 8.4.5 Southern East-West Corridor

A proposed southern east-west corridor was originally proposed in the county's

*Thoroughfare Plan*. Such a corridor would begin along Bardstown Road, just south of Fairmount Road and extend west, mostly on new alignment to near Kingdom Way, then bridge Cedar Creek before terminating at the Cooper Chapel Road/Beulah Church Road intersection.

*Recommendation:*  
**this road is not recommended for construction in the foreseeable future.**

This recommendation was reviewed in detail during this Fern Creek planning project, and it was determined that a new road would be necessary *only* if the area is developed with numerous residential neighborhoods – as it is currently zoned. Downzoning or other development restrictions would render the project unnecessary. This roadway should not be constructed before development occurs; rather the right-of-way for this roadway should be preserved as (or if) development occurs by either dedication of right-of-way by



developers along the corridor or fees-in-lieu-of dedication by developers outside of the corridor but within the quadrant. The amount of fees-in-lieu of dedication should be determined based on an equitable formula that considers the size of the development, amount of traffic that will use the roadways, and the timing of the development. Ultimately, state and county funds should be shared with development funds for the construction cost of the roadway. In conclusion, this road is not recommended for construction in the foreseeable future.

*Recommendation:*  
**a new north-south route is proposed *only* if the area is developed**

#### **8.4.6 New North-South Corridor**

Similar to the proposed southern east-west corridor described above, a new north-south route is proposed to enhance the transportation network of the quadrant *only* if the area is permitted to develop as it is currently zoned. This road corridor would extend from the vicinity of the Oak Grove Road/Independence School Road intersection north onto new alignment to Cedar Creek Road, east of the quarry. This corridor was originally proposed to traverse along Fairmount Road/Gentry Lane, but that was rejected due to the high cost of utility relocations and impacts to adjacent landowners. The new alignment offers flexibility of both location and design. As with the proposed Southern East-West Corridor route, right-of-way for this road would come from dedication from developments, although the Planning Commission may consider fees-in-lieu-of dedication. And, the state, county and developers would share the funding of construction.

If either this north-south road or the east-west road is realized, its design should enhance the rural character of the area. Such design would include a two-lane, curvilinear, tree-lined facility with low speed limits and partially controlled access.

#### **8.4.7 Arbutus Trail – Cedar Creek Road Connector**

During the planning study, construction of a street to connect the privately owned Arbutus Trail to the publicly owned Cedar Creek Road was proposed. However, nearly all the residents along Arbutus Trail and Bartley Drive signed a petition opposing this project. Since both Arbutus Trail and Bartley Drive are private roads, and the residents along those roads were opposed to the improvement, the project is not recommended.

## **8.5 Sanitary Sewer Facilities**

The majority of the areas within Quadrant III are not served by the MSD sanitary sewer system. The Cedar Creek Regional Water Treatment Plant is located in the quadrant, as well as two privately operated treatment facilities. MSD has planned or underway the following projects that will provide sanitary sewer service to more than 150 properties in the quadrant:

- Bartley Road Assessment Project
- Johnson School Road Assessment Project
- Lovers Lane Assessment Project
- Little Cedar Creek Interceptor, which will also serve a portion of Quadrant 1, and which will eliminate from service four MSD wastewater treatment plants: Farmgate, Gainsborough, Zelma Fields, and Beulah Land.

## **8.6 Stormwater Management**

Stormwater runoff has not been noted as a significant problem in this quadrant of the study area. However, anticipating the need, MSD has identified as a potential long-range plan the construction of a stormwater retention basin along Cedar Creek, either in or north of the quarry. This would mitigate future flooding downstream, where several subdivisions are currently being constructed.



# 9 QUADRANT IV:

## Southeastern

## Quadrant

The primary future land use issues addressed in this area are:

- Future Residential and Parkland Areas
- Expansion of the Floyd's Fork Development Review Overlay Area
- Construction of Evangel Church and School

Transportation projects addressed in this area are:

- Bikeways/Greenways
- Improvement of Brentlinger Lane
- Improvement of Fairmount Road
- Curve revision to the Brentlinger Lane/Seatonville Road/Broad Run Road Intersection
- Alternative Access to Bates Elementary School

### 9.1 Existing Land Use

The majority of the existing developed land use in Quadrant IV belongs to the Glenmary subdivision. Other developed land in the quadrant includes the residential areas along Wingfield Road and Brentlinger Lane. The western portion of the quadrant is open, vacant land that is bounded by Big Run and Floyds Fork. South of Glenmary is vacant, open land between steep ridges leading to Big Run. The general land use patterns are shown in Map 2: *Existing Land Use (1999)*, and the general zoning is reflected in Map 3: *Existing Zoning*, located in the appendix. The information in the following three sections can also be found in Map 1: *Existing Facilities, Historic Places and Subdivisions*, located in the appendix.

**Subdivisions:** There are two recorded residential subdivisions in this quadrant: Glenmary and Wingfield Road Subdivisions.

**Historic Properties:** There are five historically significant properties located in Quadrant IV: the Levin Bate House, the Hack House, Sentinal Run Station, the Jean House site, and Glenmary.

The Levin Bate House was constructed in the 1830s and is an excellent example of a Federal Period home. When the Gene Snyder Freeway was being constructed, the plans showed the freeway impacting the house, which is listed on the National Register of Historic Places. Realizing the significance of this home, the Federal Highway Administration relocated the house to its current location on Brentlinger Lane.

**Institutional:** Currently, the only educational facility located in the quadrant is Bates Elementary School. Evangel Church has plans to build a private school in the southwest quadrant of I-265 and Billtown Road. Construction is to begin in 2000.

**Topography:** The topography of the quadrant is a mix of relatively flat land in the west and north, and steep slopes in the southwest. The slopes drain into and separate Big Run and Floyds Fork. Big Run flows south, parallel to Floyds Fork and drains into it just south of the Fern Creek study area. The Floyds Fork Development Review Overlay (DRO) serves as the southern boundary of Quadrant IV of the Fern Creek study area.

**Demographics:** Existing and projected population data for the quadrant are as follows:

	<u>1990</u>	<u>2020</u>	<u>% Change</u>
Population	1,200	3,341	178%
Housing	448	1,501	235%
Employment	141	286	103%

## **9.2 Land Use Recommendations**

Land use recommendations for various sections of Quadrant IV are described below and illustrated in various maps located in the appendix.

### **9.2.1 Future Residential and Parkland Area**

In the northern portion of the quadrant is a notably large area of undeveloped land east of Wingfield Subdivision, north of Brentlinger Lane and west of Seatonville Road. This land use has adequate public services, is relatively flat and, therefore, given the character of existing uses in the area, is recommended for low-density residential development and a neighborhood-size public park. However, in those instances that it can be demonstrated that a particular development proposed at a higher density will be compatible with adjacent, existing residential uses and not adversely affect or negatively impact the area's "small town character," then that particular development may be appropriate. An analysis of compatibility should consider, but not be limited to density, scale, traffic management, drainage and design.

The land between Seatonville Road and Billtown Road has been acquired by Evangel Church, which has proposed to build a sanctuary, school, recreational facilities, multi-family housing, and amenities on 154 acres.

No Commercial land uses should be encouraged in these areas north of Brentlinger Lane.

South of Glenmary Subdivision, east of Bardstown Road, and west of the Floyds Fork DRO is an area of land that is relatively flat and has adequate access and public services and, therefore, would be appropriate for low-density residential development. However, in those instances that it can be demonstrated that a particular de

velopment proposed at a higher density will be compatible with adjacent, existing residential uses and not adversely affect or negatively impact the area's "small town character," then that particular development may be appropriate. An analysis of compatibility should consider, but not be limited to density, scale, traffic management, drainage and design.

### **9.2.2 Expansion of the Floyds Fork Development Review Overlay Zone**

During the public meetings associated with this plan several citizens voiced their concerns in regards to an area located east of Big Run creek and west of the residential area along Broad Run Road. The citizens stated that this land is mostly inaccessible has topographical challenges to development and, therefore, that it should be added to the Floyds Fork Development Review Overlay (DRO) Zone. Upon investigation it was found that some portions of this area do have environmental constraints, however, these characteristics are similar to many other areas throughout the eastern portion of Jefferson County currently located outside the Floyds Fork DRO. Consequently, it is recommended that a comprehensive evaluation of the entire Floyds Fork corridor be conducted to develop criteria for future modifications to the DRO boundary in conjunction with the proposed adoption of special district regulations as part of the new Land Development Code. (Section 9.2.2 Expansion of the Floyds Fork Development Review Overlay Zone, p.79)

## **9.3 Existing Transportation System**

### **9.3.1 Functional Classifications**

Both Jefferson County, in the *Thoroughfare Plan*, and the KyTC have identified functional classification for the non-local roads in the road network. The balance of the roads is classified as Local. The following table identifies the functional classifications for roads in Quadrant IV, only.

<b>Roadway</b>	<b>Functional Classification</b>
Billtown Road	Minor Arterial
Seatonville Road	Collector

### 9.3.2 Average Daily Traffic

Average daily traffic (ADT) volumes were obtained from KIPDA and included in the following table for roads in Quadrant IV, only.

**TABLE 15: Quadrant IV: Southeastern Quadrant - Existing and Future ADT**

Road	1999 ADT	2020 ADT
Billtown Road from I-265 south to Seatonville Road	2,550	16,000
Seatonville Road from Shaffer south to Brentlinger Lane	1,920	4,040

### 9.3.3 Accident Locations

In the *Thoroughfare Plan*, no intersections or roadway segments in Quadrant IV were identified as being high accident locations. However, the scope of that study did not include an analysis of every roadway or intersection. Therefore, if an area is experiencing a notable number of accidents, a full analysis is recommended. Furthermore, an accident analysis should be conducted before any of the recommended road improvement projects are implemented.

### 9.3.4 Transit Service

The only TARC services through available to residents in Quadrant IV are those routes that travel along Bardstown Road.

### 9.3.5 Bikeways and Greenways

In Quadrant IV, a bikeway is proposed along Brentlinger Lane, between Bardstown Road and Billtown Road. The Brentlinger Lane bikeway will utilize the four-foot-wide road shoulder. No further improvements are scheduled through 2020.

## 9.4 Transportation Recommendations

The transportation projects are described and illustrated in Map 5: *Preferred Land Use Scenario and Transportation Projects*, located in the appendix.

#### **9.4.1 Brentlinger Lane**

Brentlinger Lane currently has deficiencies that limit its capacity and safety. Therefore, it is proposed to be improved to a two-lane collector roadway, with elimination of the S-curves and reconstruction of its intersection with Seatonville Road and Broad Run Road. This project is itemized in the *Draft Thoroughfare Plan* as a medium-term project costing approximately \$8 million.

#### **9.4.2 Fairmount Road**

The realignment and reconstruction of Fairmount Road from Bardstown Road east to Broad Run Road is also included in the county's plan. Such a project would necessitate the construction of a new bridge over Floyds Fork. A new bridge over Floyds Fork is a top priority of the Fern Creek Fire Department. Correspondence with them indicates that response time to residents on the east side of Floyds Fork is unacceptable. The fire trucks must travel north from Fire Station #2 along Bardstown Road to Brentlinger Lane and then south down Broad Run Road – a distance approximately 3 miles longer than if accessible by Fairmount Road.

The county has recommended that construction of this project be included as a medium-term project (with project initiation in 5 to 10 years) and estimated that the total cost would be approximately \$17 million.

#### **9.4.3 Bates Elementary School Access**

Numerous public comments and contact with school officials indicated that entrance to and exit from Bates Elementary School was a serious safety issue. Bates Elementary currently has one entrance to the facilities, from Bardstown Road. Two alternatives exist. The preferred is to construct a new route from the school south across Brentlinger Lane to Glenmary subdivision. This would remove traffic from Bardstown Road that travels between the subdivision and along Brentlinger Lane to the school. The corridor between these two termini is relatively developed and a detailed corridor study, including coordination with all the landowners, should be conducted.

A second and less expensive alternative would be to employ a trained traffic officer to stop traffic and allow traffic turning into the school to do so with opposing traffic stopped. This officer could work during peak hours while school is in session and during special events.

Installing a traffic light at the intersection is not a recommended course of action due to the proximity of the interstate ramps. Additionally, having a traffic light that only operates full cycle during the morning and afternoon peak hours was considered but not recommended because such devices have been known to cause driver confusion and result in numerous accidents.



## 9.5 Sanitary Sewer Facilities

Several areas within Quadrant IV are not served by the MSD sanitary sewer system. MSD does not operate any treatment plants in this quadrant but there are two privately owned treatment plants – one along Broad Run Road and one near Bates Elementary School.

According to the *Cedar Creek Action Plan Update*, there are a number of projects proposed for Quadrant IV. These projects include:

- The proposed Brentlinger Lane West project will extend sewer service to 57 parcels.
- The Dobson Lane project will cover Dobson Lane and the southern portion of Brentlinger Lane. The project proposes to extend service to 20 parcels.
- The Big Run Road project will service 25 parcels by linking the parcels to the Big Run Interceptor.
- The Brentlinger Lane East project will service the 49 parcels not serviced by either the Brentlinger Lane West or Dobson Lane extensions.
- Eighteen parcels will be serviced by the Old Bardstown Road extension in the southwestern corner of the quadrant.

## 9.6 Stormwater Management

Quadrant IV is subject to flooding because of the presence of Floyds Fork and Big Run. One particular problem that affects this southeastern quadrant is the flooding of Fairmount Road. This flooding prevents traffic from being able to pass, causing a major inconvenience to local residents and a safety concern. To help eliminate this problem, the County has suggested that a new bridge be constructed over the creek so that traffic may safely pass over, even when there is flash flooding.

# 10 Plan Implementation & Summary of Recommendations

The Fern Creek Small Area Plan offers a proactive approach to realizing the community vision of Fern Creek. The success of the Small Area Plan depends on the degree to which its recommendations are implemented. The Plan contains proposals for actions that should be considered by a variety of groups including County staff, boards, commissions, and outside agencies and institutions. Close coordination between the various Fern Creek citizen groups, Jefferson County B-District Commissioner, and various government agencies will be essential if the community vision is to be realized.

Some of the recommendations set out in this Small Area Plan propose **regulatory actions**. These actions would involve the revision and amendment of prevailing regulatory schemes and preparation and adoption of new control strategies. Other recommendations propose **management actions**, where administrative skills could be used to manage and direct existing resources and programs more effectively. Management actions would also include actions to be taken by political bodies, i.e. resolutions of support by Jefferson County Fiscal Court and adherence to adopted policies.

Achieving the goal and objectives set out in the Small Area Plan will require the combined efforts of many people over a number of years. A variety of public and private actions will need to take place in order to implement the Plan's recommendations. The Table that follows identifies not only **what** action should take place, but **who** has the primary responsibility for taking that action, and **where** a detailed account of that recommendation can be found in this report.

Recommendations and implementation strategies proposed in this report are summarized in Table 16 on the following pages.

**Table 16: Summary of Recommendations**

Report Section	Area	Recommendation	Responsibility for Action
<b>BARDSTOWN ROAD CORRIDOR</b>			
5.2.1.1	Location of Future Commercial, South of I-265 (between Bardstown Road and Old Bardstown Road)	Locate an activity center at the southern end of the land between Old Bardstown Road and the new alignment of Bardstown Road, adjacent to the intersections with Thixton Lane. The uses within this activity center should be of a neighborhood scale, with commercial uses encompassing no more than 100,000 square feet of gross floor area.	Planning and Development Services and Planning Commission
5.2.1.1	Location of Gateway Entrances	The transition between I-265 and Brentlinger Lane should be preserved and a gateway signature entrance installed.	Planning and Development Services, Fiscal Court, Kentucky Transportation Cabinet and Citizen/Neighborhood Groups.
5.2.1.1	Location of Future Commercial, North of I-265.	Designate Bardstown Road a Parkway from Fegenbush Lane south to Hurstbourne Lane.	Planning and Development Services and Planning Commission Fiscal Court, Kentucky Transportation Cabinet and Citizen/Neighborhood Groups
5.2.1.1	Location of Future Commercial, North of I-265.	Install a signature entrance along Bardstown Road at the bridge over Fern Creek.	
5.2.1.1	Location of Future Commercial, North of I-265.	Discourage commercial development outside of the Suburban marketplace Corridor Form District (i.e., encourage infill).	Planning and Development Services and Planning Commission
5.2.1.1	Location of Future Commercial, North of I-265.	Encourage the refurbishing of old or abandoned commercial buildings over new development.	
5.2.1.2	Types of Future Commercial	Create standards within the Land Development Code to address the appropriate location of liquor stores, pawnshops and adult entertainment centers ( within a one-mile radius of schools or daycares via ordinance.	Jefferson County Fiscal Court
5.2.1.3	Access Management	Encourage control of access on a case-by-case basis.	Jefferson County Department of Public Works and Kentucky Transportation Cabinet
5.2.1.4	Design	Require design standards for signs, landscaping, parking lots, exterior lighting, noise pollution, and architectural standards via ordinances.	Jefferson County Fiscal Court, Planning Commission.

**Table 16 (cont.): Summary of Recommendations**

<b>Report Section</b>	<b>Area</b>	<b>Recommendation</b>	<b>Responsibility for Action</b>
<b>BARDSTOWN ROAD CORRIDOR</b>			
5.4.1	Signal Timing	Re-Time signals on Bardstown Road through the study area.	Kentucky Transportation Cabinet
5.4.2	Landscaping and gateways	Providing tree-lined landscaping along Bardstown Road between Glenmary and I-265.	Jefferson County Deptment of Public Works and Kentucky Transportation Cabinet
5.4.2	Landscaping and greenways	Re-landscape the entrance to the Cedar Creek Development.	
5.4.3	Right -Turn Lanes	Add right-turn lanes to facilitate turning from Bardstown Road onto collector roads in the study area.	Kentucky Transportation Cabinet
5.4.4	I-265 Exit Ramps	Add capacity to the exit ramps onto Bardstown Road by widening them to include left- and right-turn lanes.	Kentucky Transportation Cabinet

**Table 16 (cont.): Summary of Recommendations**

<b>Report Section</b>	<b>Area</b>	<b>Recommendation</b>	<b>Responsibility for Action</b>
<b>QUADRANT I: NORTHWESTERN QUADRANT</b>			
6.2.1	Hurstbourne Parkway	Include park land near the intersection of Hurstbourne Parkway and Fegenbush Lane.	Planning and Development Services, Planning Commission and Parks Department
6.2.2	Fern Creek Town Center	Expand Fern Creek Town Center Form District Boundary north to include Fern Creek Traditional High School	Planning and Development Services and Planning Commission
6.2.2	Fern Creek Town Center	Establish a cooperative, non-profit partnership for the implementation of the Community Center.	Planning and Development Services, Fiscal Court B-District Commissioner and Citizen/Neighborhood Groups
6.2.3	South of Hurstbourne Parkway	Promote primarily single-family residential development of compatible size and design.	Planning and Development Services and Planning Commission
6.2.3	North of Hurstbourne Parkway	Continue residential development while maintaining the rural, open feel.	Planning and Development Services and Planning Commission
6.4.1	Bikeways and Greenways	Construct public access greenway trail to connect the Fern Creek Town Center with Hurstbourne Parkway.	Planning and Development Services, MSD and Parks Department
6.4.3	Fegenbush Lane	Move up in priority, from long-term to short-term, in the Jefferson County Thoroughfare Plan.	Jefferson County Department of Public Works
6.4.7	South Watterson Trail	Assess for dedication as a scenic route.	Planning and Development Services
<b>QUADRANT II: NORTHEASTERN QUADRANT</b>			
7.2.1	Billtown Road/I-265 Interchange Area	Encourage residential subdivisions. Commercial activity would not be compatible in this area.	Planning and Development Services
7.2.2	Proposed Open Space and Future Residential	Promote innovative, conservation-orientated neighborhoods with an emphasis on tree preservation and on-site stormwater management.	Planning and Development Services, Planning Commission and Metropolitan Sewer District
7.4.5	Traffic Calming	Consider traffic calming techniques in Brandywyne Subdivision and others that experience a lot of cut-through traffic.	Jefferson County Department of Public Works and appropriate Homeowners Associations

**Table 16 (cont.): Summary of Recommendations**

<b>Report Section</b>	<b>Area</b>	<b>Recommendation</b>	<b>Responsibility for Action</b>
<b>QUADRANT III: SOUTHWESTERN QUADRANT</b>			
8.2.1	Beulah Church Road Interchange Area	Medium- to low-density land uses are recommended with access from a new east-west road south of Rocky Lane.	Planning and Development Services and Planning Commission
8.2.2	Existing Rural, Agricultural Land	Undertake a separate, local planning study to create a preservation strategy for the area.	Planning and Development Services, Planning Commission and Fiscal Court
8.4.1	Bikeways	Designate a bikeway along the roads that comprise a loop: Cedar Creek Road, Gentry Lane, and Fairmount Road to Cedar Creek Road.	Planning and Development Services, Parks Department and Jefferson County Department of Public Works.
8.4.2	Fairmont Road	Remove improving the existing alignment of Fairmont Road from the County's Thoroughfare Plan.	Jefferson County Department of Public Works
8.4.3	Beulah Church Road	Move down in priority, from short-term to long-term, I n the Jefferson County Thoroughfare Plan .	Jefferson County Department of Public Works
8.4.4	Northern East-West Corridor	Consider extending proposed road from Beulah Church Road to Cedar Creek road further east to Bardstown Road.	Jefferson County Department of Public Works
8.4.5	Southern East-West Corridor	Preserve right-of-way for future new road as (or if) development occurs in the area.	Planning and Development Services, Planning Commission and Jefferson County Department of Public Works
8.4.6	New North-South Corridor	Preserve right-of-way for future new road as (or if) development occurs in the area.	Planning and Development Services, Planning Commission and Jefferson County Department of Public Works

**Table 16 (cont.): Summary of Recommendations**

<b>Report Section</b>	<b>Area</b>	<b>Recommendation</b>	<b>Responsibility for Action</b>
<b>QUADRANT IV: SOUTHEASTERN QUADRANT</b>			
9.2.1	Future Residential and Parkland Areas	North of Brentlinger Lane, primarily low density residential land uses would be appropriate.	Planning and Development Services and Planning Commission
9.2.1	Future Residential and Parkland Areas	South of Glenmary Subdivision, east of Bardstown Road, and west of Floyds Fork DRO would be appropriate primarily for low-density residential development.	Planning and Development Services and Planning Commission
9.2.2	Expansion of Floyds Fork DRO Zone	Conduct a comprehensive evaluation of the entire Floyds Fork Corridor to develop criteria for future modifications to the DRO boundary.	Planning and Development Services and Planning Commission
9.4.3	Bates Elementary School Access	Conduct a detailed corridor study to construct a new road from the school south to Glenmary Subdivision, or employ a trained traffic officer to stop traffic during peak operation hours.	Department of Public Works and Jefferson County Board of Education

# FERN CREEK

## Small Area Plan

### SUMMARY OF PUBLIC COMMENTS

#### *CHARACTER OF FERN CREEK*

	Source
South of I-265, we like the rural, country views and curvy roads, they calm traffic.	1st Survey Form
Fern Creek is like being in the country or a small city, rather than a regional center (numerous comments)	1st Survey Form
Over-development in our area is changing the whole character of Fern Creek.	F.C.N.A. Form
Preserve the historic integrity and rural feel of the area.	F.C.N.A. Form Letter
Fern Creek needs to incorporate.	F.C.N.A. Form
Maintain small town atmosphere. (numerous comments)	1st Survey Form
The location, rural atmosphere and easy access to other parts of the city and county are the best features of Fern Creek.	1st Survey Form
The rural, low-density areas with winding country roads are the best features in the area.	1st Survey Form
Bardstown Road is looking main-draggish, like Preston Highway. (2 comments)	1st Survey Form
Maintain the village-like setting Fern Creek has enjoyed. (3 comments)	Letters 1st Survey Form
Fern Creek is a somewhat rural environment in an urban setting.	1st Survey Form
Fern Creek is a thriving community with excellent opportunities if properly managed.	1st Survey Form
Retain Fern Creek as a village under Cornerstone 2020.	Steering Committee

#### NOTES:

The directions for the F.C.N.A. 1st Survey Form were as follows: "... please list, in order of greatest importance, those issues or problems you see that currently exist or will emerge with greater development in the area."

Summations from the focus groups on the December 16, 1999 public meeting are included at the back of this appendix.

1st Survey Form	September 28, 1999
2nd Survey Form	November 4, 1999
3rd Survey Form	December 16, 1999
4th Survey Form	January 27, 2000



## LAND USE

<b>Residential</b>	
There are too many small-lot subdivisions with no thought going into preserving the rural appearance.	1st Survey Form
Need less apartments	1st Survey Form
Enforce the display of house numbers.	1st Survey Form
The diversity of home style is an asset.	1st Survey Form
High-density subdivisions being built on Cedar Creek Road are totally out of character for the area and should not be allowed elsewhere in the rural areas.	1st Survey Form
Need to attract more quality housing developments.	1st Survey Form
Too many apartment buildings.	F.C.N.A. Form
Prohibit development any denser than standard R-4 along Seatonville Road because the road network and the intersections at Bardstown Road are at capacity.	Steering Committee
Prohibit further rezoning for apartments in the area of Seatonville and Bardstown Road intersection.	Steering Committee
Keep land around Seatonville Road residential.	Large Map at 1st Public Meeting
Don't repeat the Heritage Creek mistake along Beulah Church at Mayrow Drive - well intended but bad planning.	Large Map at 1st Public Meeting
Keep low-density single-family housing in areas south of Cedar Creek Road and west of Bardstown Road.	Large Map at 1st Public Meeting
Do not want commercial or multi-family around Brandywyne Subdivision	2nd Survey Form
Encourage down zoning from R-4 to R-2 in areas south of I-265.	2nd Survey Form
Do not allow any more subdivisions until all existing and proposed subdivisions are 90 percent occupied.	2nd Survey Form
Encourage downzoning south of I-265 and west of Bardstown Road	Various
Discourage innovative subdivisions and cluster developments (various surveys and verbal comments.)	Various
<b>Commercial</b>	
Would like a large retail store (i.e., Wal-Mart or Target) (2 comments)	1st Survey Form
There are too many fast food restaurants, we need more sit-down restaurants. (3 comments)	1st Survey Form 2nd Survey Form
We don't need any more banks in our area, but we need some nice family sit-down restaurants (2 comments)	1st Survey Form
More restaurants and retail shops are needed	1st Survey Form
Eliminate pawnshops, junk stores, and car lot from the mainstream.	1st Survey Form

Prohibit further liquor stores, pawnshops, and flea markets. The strip development in north Fern Creek has resulted in an influx of less desirable second-tier businesses, discouraging quality redevelopment and resulting in a lower overall appearance in the area.	Steering Committee
Empty commercial buildings remain empty while new developments keep getting approved nearby.	1st Survey Form
Small owner-operated drugstores, grocers, gas stations are an asset.	1st Survey Form
Control commercial development to appropriate areas with property design standards - no Shelbyville Road/Preston/Dixie "linear shopping centers."	1st Survey Form
Too many pawnshops.	F.C.N.A Form
Over-commercialization.	F.C.N.A. Form
Need to address planned commercial developments along the major roadways.	1st Survey Form
Zoning must comply with ecology plan before permitted.	F.C.N.A. Form
P&Z allows too many businesses and houses to be built causing traffic problems.	F.C.N.A. Form
No more strip malls.	F.C.N.A. Form
Enough with the fast food restaurants!	F.C.N.A. Form
Need a nice sit down, family style restaurant.	F.C.N.A. Form
There are too few non-fast food restaurants.	1st Survey Form
No more large commercial developments - too huge, too barren, too ugly.	1st Survey Form
Need a nice department store like a Wal-Mart or Target, no more Walgreens.	F.C.N.A Form
Need major retailers or a mall.	1st Survey Form
Locate any "supercenters" or "megastores" on Bardstown Road south of the Snyder Freeway.	Steering Committee
Currently assembling 20-25 acres at the SW corner of I-265 and Bardstown Road for a retail commercial development.	Letter
Commercial development is becoming an eyesore on Bardstown Road.	1st Survey Form
The proposed commercial in the SW quadrant of the Bardstown Road/I-265 interchange is not wanted. (approximately 20 comments)	2nd and 3rd Survey Form
Stop rather than restrain the proliferation of fast food restaurants, pawn shops, gas station, etc.	2nd Survey Form
Opposed to commercial at the intersection of Fairmont Road and Gentry Lane (numerous comments)	2nd Survey Form
Opposed to office park south of I-265 at Beulah Church Road	Letter from Bible College
<b>Community Services</b>	
A large community center for meetings is needed.	1st Survey Form
Preserve old estates for public uses (e.g. bed and breakfast, museum, etc.)	1st Survey Form
Need good medical facilities.	F.C.N.A Form

Schools and hospitals are needed in the area.	F.C.N.A. Form
Need a central area in Fern Creek with community services (i.e., post office, library, community center, government center) within walking distances and with adequate parking.	1st Survey Form
The Post Office and services are inadequate for the area.	1st Survey Form
Need more parks and recreational areas. (4 comments)	F.C.N.A. 1st & 3rd Survey Forms
Locate a 20-30 acre park in end of Wingfield Road, south of I-265.	Large Map at 1st Public Meeting
More park spaces and trails for Fern Creek via grants or Clinton's Legacy Initiatives.	Letter
Need a YMCA-type facility.	F.C.N.A. Form
Need exercise building.	F.C.N.A. Form
A playground for children would be nice.	F.C.N.A. Form
The proposed Community Center is a good idea. (Several verbal and written comments)	Various
Develop mini recreational facilities within walking distances of the various subdivisions.	2nd Survey Form
Consider moving the community center and pool to the quarry south of I-265.	2nd Survey Form
Do not recommend any changes for quarry. It's used as a private fish farm.	Phone Call.

## Natural Areas

We need to keep parts of Fern Creek rural.	1st Survey Form
Concern about wooded area between Hudson and Fairground. This area is being subdivided and the person commented on potential flooding that may result if this area is cleared.	Large Map at 1st Public Meeting
Add area along Thixton Road to Floyd's Fork Overlay District.	Large Map at 1st Public Meeting
Add area along Fairmont Road to Floyd's Fork Overlay District.	Large Map at 1st Public Meeting
Protect Cedar Creek Corridor by keeping it rural and possible down-zoning. (numerous comments - same comment received at each public meeting and various letters)	Various
Protect Floyds Fork Corridor.	1st Survey Form
Control development to protect the county roads that are an asset.	1st Survey Form
General concerns about retaining wooded lands.	1st Public Meeting
Need to protect green space (2 comments).	F.C.N.A. Form
Preserve Cedar Creek corridor.	F.C.N.A. Form
Protect Cedar Creek corridor (4 comments) (one comment suggested minimum one-acre lots).	F.C.N.A. Form Letter 1st Survey Form

## DESIGN/APPEARANCE

Their needs to be a larger signature entrance to the community. The existing entrance goes unnoticed. (various comments)	1st Survey Form
Rash of signs along Bardstown are ugly and unreadable.	1st Survey Form
Mandate proper landscaping and architectural design/materials for commercial areas. (2 comments)	1st & 2nd Survey Forms
Clear away all unsightly, run down buildings and replace with open spaces with trees and grass.	F.C.N.A. Form
Too many empty/abandoned buildings and buildings in need of repair.	1st Survey Form
The businesses that are already established should have more conservative advertising signs. There should be a uniform design requiring soft colors. Bardstown Road looks like a carnival instead of a village. (2 comments)	F.C.N.A. Form 2nd Survey Form
We should demand beautification codes and building styling codes.	F.C.N.A. Form
Make future developments include nice landscaping to keep a respectable look to the community.	F.C.N.A. Form
Eliminate portable, lighted signs from the side of the road.	F.C.N.A. Form
Need sidewalks in the neighborhoods.	F.C.N.A. Form
Tree planting along Bardstown Road and some of the other roads would improve the look of the community.	F.C.N.A. Form
Over-commercialization is resulting in an unattractive, cluttered look.	F.C.N.A. Form
Need to improve the quality of life for residents who live near Bardstown Road.	F.C.N.A. Form
Substandard housing developments and out of control commercial growth gives Fern Creek a tacky appearance and threatens residential areas.	F.C.N.A. Form
Kroger, and similar developments and retail outlets are ugly.	Survey Form
Require sidewalks for new developments on Bardstown Road but prohibit sidewalks or make them internal to the development along Beulah Church, Seatonville and similar primarily residential roads. Current sidewalk guidelines are not sufficiently flexible to allow preservation of desirable roadside features such as trees, rock cliffs, creeks, etc. Such sidewalks often lead nowhere and create a nuisance for adjacent property owners.	Steering Committee
Incorporate definitive outdoor lighting standards in all new development.	Steering Committee
Restrict signage in new development to monument style with no temporary, moving or oversized signs. Prohibit future billboards.	Steering Committee
Need street lighting along subdivision streets	1st Survey Form
Restrict lighting and signage/concern light pollution.	Letter 3rd Survey form

## TRANSPORTATION

General	
Do not improve Fairmont Road west of Bardstown Road (6 comments)	1st Survey Form Verbal Comments
When road projects are dealt with, involve the residents for suggestions.	1st Survey Form
We need traffic controls.	1st Survey Form
Poor traffic flow is a major problem.	F.C.N.A. Form
Road conditions are poor.	F.C.N.A. Form
Heavy traffic is a problem.	F.C.N.A. Form
Traffic has increased.	F.C.N.A. Form
Increasing traffic problems around school zones is endangering children.	F.C.N.A. Form
Hudson Lane SPEED. St. Gabriel Lane SPEED. Both are school areas.	1st Public Meeting Map
Fairground Road - Speed is The Real Problem!	1st Public Meeting Map
Traffic - Speeders need to be addressed in plan.	1st Survey Form
Protect the Bardstown Road "scenic corridor."	1st Survey Form
Bardstown Road is too congested.	1st Survey Form
TARC connecting Billtown and Bardstown Road, one route to go out Seatonville Road.	F.C.N.A. Form
Fairmont Road Corridor proposal - How will existing property be affected by proposed work? i.e., what about easements, existing structures, trees, etc.? How will property be acquired for work? What price? Etc.	1st Public Meeting Map
Bicycle use is not as common as some people think.	
Keep Gene Snyder Freeway as a scenic freeway, keep development at least 250' from the freeway.	2nd Survey Form
Would like to see provisions for bikeways to be included in the proposed road projects	2nd Survey Form
Opposed to linking Arbutus Trail to Cedar Creek Road (Neighborhood petition with 27 signatures)	Various comments
Recommend S. Watterson Trail as a scenic parkway from the future Hurstbourne Lane north along Fern Creek.	Phone Call.

<b>Recommended Projects</b>	
Need sidewalks along Bardstown Road north and south of Hurstborne Lane	1st Survey Form
Need a sheltered bus stop at Hurstborne Land and Bardstown Road	1st Survey Form
Synchronization of traffic lights through Fern Creek area.	F.C.N.A. Form 3rd Public Mtg.Comment
Coordinate traffic signals on Bardstown Road through Fern Creek (2 comments).	Steering Committee 1st Public Meeting Map
Road repair needed at Random Way and Bardstown Road.	F.C.N.A. Form
Complete Hurstbourne Parkway from Bardstown Road to Fern Valley Road.	F.C.N.A. Form
Extend Hurstbourne to Preston Highway.	F.C.N.A. Form
Additional east-west route is needed parallel to the Snyder Freeway.	1st Survey Form
Need another north-south road other than Bardstown Road.	1st Survey Form
Widen Fern Creek Road from Beulah Church Road north to Bardstown Road. (2 comments)	1st Public Meeting Map 1st Survey Form
Widen Beulah Church Road and Fern Creek Road from Outer Loop to Bardstown Road.	F.C.N.A. Form
Widen Beulah Church Road from Outer Loop to Bardstown Road (2 comments).	1st Public Meeting Map
Widening Beulah church from Outer Loop to Bardstown road should be moved up in priority from medium to short-term priority for emergency purposes. School buses, snow and ice and heavy traffic volumes make it dangerous.	1st Survey Form
Widen Beulah Church Road from I-265 north to Outer loop and Fegenbush Lane north to Bardstown Road to provide access to GE and an alternative north-south route to Bardstown Road. (5 comments)	1st Public Meeting Map 3rd Survey Form
Don't widen Beulah Church from Outer Loop to Bardstown Road.	1st Public Meeting Map
Straighten out the traffic mess at the junctures of Outer Loop, Fegenbush, Beulah Church, and Watterson Trail.	F.C.N.A. Form
Bardstown Road should have a right-hand turning lane at Hurstbourne Parkway when proceeding from Fern Creek.	F.C.N.A. Form
Widen Seatonville Road because it is too narrow considering the amount of traffic it is handling. (3 comments)	F.C.N.A. Form 2nd Survey Form
Need to redesign Bardstown Road feeder roads to include right-turn lanes and make them wider.	F.C.N.A. Form
Widen/improve Brentlinger Lane.	F.C.N.A. Form

Wingfield Lane should not be widened or extended. Should remain neighborhood street. (2 comments)	1st Public Meeting Map 2nd Survey Form
Concern about historic bridge over Cedar Creek on Fairmont.	1st Public Meeting Map
Bates Elementary has several physically disabled students who could not sustain an accident and the intersection with Bardstown Road is a high accident location - recommend employing a traffic guard or installing a traffic light.	1st Survey Form
Safety in front of Bates Elementary needs to be addressed. Recommend a crossing guard in AM and PM or a traffic light. (2 comments)	1st Survey Form
Need traffic light or guard on Bardstown Road at Bates Elementary. Big safety problem with vehicles sitting on Bardstown Road in emergency lane or in the median. Three accidents have already occurred this school year. Our children need to be safe in getting to and from the school. (Several comments)	1st Public Meeting Map
Traffic around the schools is awful. We need to attempt to increase the number of school zone lights/signs to protect our children.	F.C.N.A. Form
Need a three-way stop or traffic light at the intersection of Beulah Church Road and Fern Creek Road (3 comments received).	1st Public Meeting Map and F.C.N.A. Form
Problem intersection located at Lovers Lane and Seatonville Road.	1st Public Meeting Map
Need sidewalks along Seatonville Road.	1st Public Meeting Map
Proposed bridge on Farmer's Road is not wanted.	1st Public Meeting
Improve Fairmont Road and construct bridge over Floyds Fork	Fern Creek Fire Department
Kingdom Way at Farmer's Lane - to be fixed?	1st Public Meeting Map
Widen Beulah Church and Fegenbush Road to four lanes instead of the proposed three lanes	2nd Survey Form
Improvement of Fairground Road is a high priority and include sidewalks	2nd & 3rd Survey Form
Extend Ferndale Road to the proposed Hurstbourne Lane Extension	2nd Survey Form
Install landscaping along Bardstown Road south from the Gene Snyder to the county line	2nd Survey Form
Lovers Lane should have its curves taken out	2nd Survey Form
Opposed to widening I-265 to a six-lane facility	Letter
Don't widen Beulah Church Road to three lanes south of I-265	Letter
Supportive of designating the loop of Fairmount Road, Gentry and Cedar Creek as a bike lane	4th Survey Form
Opposed to Southern East-West Road in Quadrant 3	4th Survey Form
Opposed to North-South Road in Quadrant 3	4th Survey Form

## SEWER AND STORMWATER MANAGEMENT

General	
Need to improve access to utilities (water, gas and sewers).	1st Survey Form
Flooding is a problem (2 comments).	F.C.N.A. Form 1st Survey Form
We have had flooding in our neighborhood several times this year and MSD just keeps approving more building which will mean more flooding.	F.C.N.A. Form
Sewer system must be expanded.	F.C.N.A. Form
Extend sewer systems to residents who are still on septic tanks.	F.C.N.A. Form
Improve the drainage culverts and help move stormwater from residential areas to retention basins.	F.C.N.A. Form
Expand sewer service to existing homes and businesses in the Fern Creek area before extending sewers to undeveloped lands to encourage in-fill over sprawl.	Letter
Remove other package treatment plants (Fern Brook Heart of Fire Church, and others).	Letter
Clean up the inactive wastewater treatment plants, especially Spanish Cove plant.	1st Survey Form
Site-Specific	
Create a water detention basin at the southwest corner of Bardstown and Seatonville Road.	Steering Committee
Houses on Hudson Lane west of Bardstown Road need to be connected to the sewer system.	Sewer System Map at 1st Public Meeting
Houses along Wingfield Road (just south of Snyder) need sewers.	Sewer System Map at 1st Public Meeting
Houses located west of Bardstown Road and to the east of Cedar Creek Road need to be on sewer system (see map).	Sewer System Map at 1st Public Meeting
Research plans for expanding the capacity of Cedar Creek WWTP.	Letter
Research MSD's plans to add Fern Brook, Heart of Fire Church and other old infrastructure to the Cedar Creek WWTP.	Letter
Stormwater flooding problems will develop if the woods off Hudson Lane are subdivided and torn down.	Sewer System Flip Chart at 1st Public Meeting
Beulah Church/Bardstown Road intersection is flood-prone, should stop further development.	Large Map at 1st Public Meeting
FarmGate drainage problems in the vicinity of Stonebrook Drive.	Large Map at 1st Public Meeting



## ***ENVIRONMENTAL***

<b>Air Pollution</b>	
Air quality.	F.C.N.A. Form
Air pollution, there are times when the construction equipment in our area is putting out so many fumes you can hardly breathe.	F.C.N.A. Form
Too many cars idling and polluting the air.	F.C.N.A. Form
Too much noise from area establishments.	F.C.N.A. Form
Reduce traffic to help eliminate smog.	F.C.N.A. Form
Restrict any new development that would cause any further air pollution.	Steering Committee
Area on Bardstown Road between Beulah Church and Snyder is a high pollution area.	Large Map at 1st Public Meeting
<b>Noise Pollution</b>	
This is no longer a quiet place to live. Planning and zoning and MSD don't seem to care if our area is completely overrun with development.	F.C.N.A. Form
The environment has been negatively impacted by the air pollution, noise of jets since the runways were realigned.	1st Survey Form
<b>Other</b>	
Ecological ramifications of any development (traffic movement, loss of tree foliage, water run-off).	F.C.N.A. Form
Incorporate plans to "clean up" roadside clutter along Bardstown Road (like what was done for Preston Highway).	Steering Committee
Research groundwater sensitive areas.	Letter
Research wetlands in the area.	Letter
Preserve the natural characteristics of the Floyds Fork and Cedar Creek corridors	2nd Survey Form

## ***CRIME***

Crime is increasing in the area due to the increase in housing, especially apartments. Need to take measures to deter this trend.	F.C.N.A. Form
The county police never patrol our neighborhood. Need to establish our own police force.	F.C.N.A. Form

## **SUMMATION FOR THE VARIOUS FOCUS GROUPS DURING THE DECEMBER 16, 1999 PUBLIC MEETING.**

### **General description of Fern Creek**

#### Group A –

- Residential area – no more shopping centers,
- Preserve open spaces,
- Need a town center with possibly commercial in centers

#### Group B

- Small community/village/semi-rural is what Fern Creek is and should be.

#### Group C

- Not high density
- Some interest in medium density
- Restrict innovative housing
- Concern about high growth rate

#### Group D

- Would like to be recognized as a “village,” definitely not a regional shopping center.
- Interested in incorporating

### **Quadrant I(NW) and Bardstown Road North**

#### Group A

#### Group B

#### Group C

- Need conformity of architectural styles
- Need to preserve green space
- Put median back in the road north of Hurstbourne Lane
- Need gateways areas into Fern Creek

#### Group D

- Discourage commercial along Hurstbourne except at Bardstown Rd intersection
- Town Center concept – Favorable
- Natural constraints preclude high density development
- Keep area along Bardstown Road at the country clubs rural looking
- Need gateway signs to distinguish entrance into Fern Creek

### **Quadrant II(NE)**

#### Group A

- Need right turn lane to Fern Creek Road east of Bardstown Road
- 265 exit ramps backs up – need to lanes for traffic exiting to Bardstown Road
- Town Center – no real conclusion – nice to have such an area

### Group C

- Effect on need for roads if light rail built
- Preserve green space and parks – small parks inside developments
- Flooding around apartments in Idlewood
- Expand Chenoweth Park
- Mixed on sewers out Billtown road
- Ponds at park – clean up
- Start Fern Creek just so of Watterson Trail

### Group D –

- Village provides opportunity for mixed densities around Town Center
- Natural features need to be maintained
- Karst is major concern

## **Quadrant III (SW)-**

### Group A

- Oak road extension – not needed

### Group B

- Would like to stay basically agricultural
- Don't want to get too dense
- Want large houses on large lots
- Discourage cluster development
- No commercial or industrial parks
- Use buffers for major developments next to large tracts
- 4-5 houses per acre too dense / want 5 acre tracts
- Want to pursue area-wide downzoning to 5 acre tract development zones
- Preserve area off Bartley Drive
- North-south road not needed

### Group C

- Rename “vacant land” to farm land
- Preserve character of Fairmount Road and Cedar Creek Road – check on accident rates
- The current rural, winding roads slow traffic and, thus, reduce accidents
- More fishing opportunities needed
- Greenway along cedar creek is a positive idea
- Encourage petition for downzoning to RR
- Cedar Creek is flooding more – deserves more attention
- Rural on Beulah Church – no commercial
- No office park at Beulah Church/I-265 – remain residential (commute time is not an issue)
- No multifamily encouraged
- Roads will be fine if area is down zoned.

Group D

- Want to do everything possible to preserve rural character
- Do not want innovative subdivisions, cluster development
- Don't like proposed thorough roads
- Natural features need to be maintained
- Would like to see downzoning from R-4 to RR
- Protect Cedar Creek corridor

Quadrant IV (SE)

Group A

- No business around Bates Elem.
- Road at Bates Elem. – ok
- No more red lights on Bardstown Rd, even at Bates Elem.
- Reopen Fairmount road on east side
- School guards needed at Bates
- Neighborhood center Fairmount road area
- Broad Run Road floods frequently
- Concern about lighting at recreation area east of Wingfield

Group C

- Residential rural area
- Concern with getting into and out of Glenmary
- Speeding on Bardstown Rd
- Sidewalks needed from Fern Creek to Glenmary on both sides
- Smaller neighborhood parks needed
- Big sign needed at Bates for school hours
- Too many curb cuts

Group D

- Extend DRO boundary to include Broad Run
- Extend study area boundary to include Thixton Road corridor

